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Practice of the Secretary-General in disciplinary matters and cases of possible criminal behaviour, 1 July 2014 to 30 June 2015

Report of the Secretary-General

Summary

The present report is submitted in response to the request of the General Assembly in paragraph 16 of its resolution 59/287 that Member States be informed on an annual basis about all actions taken in cases of established misconduct and/or criminal behaviour and the disciplinary action and, where appropriate, legal action taken in accordance with the established procedures and regulations. The report covers the period from 1 July 2014 to 30 June 2015.

The General Assembly is invited to take note of the report.

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I. Introduction

1. The present report is submitted in response to the request of the General Assembly in paragraph 16 of its resolution 59/287 that Member States be informed on an annual basis about all actions taken in cases of established misconduct and/or criminal behaviour in accordance with the established procedures and regulations. The report covers the period from 1 July 2014 to 30 June 2015.

2. As requested in paragraph 17 of resolution 59/287, an information circular will be issued so that all staff of the Organization will be informed of the most common examples of misconduct and/or criminal behaviour and their disciplinary consequences, including legal action, with due regard for the protection of the privacy of the staff members concerned.

3. A broad overview of the administrative machinery in disciplinary matters is provided in section II below so that the information provided in sections III and IV may be understood in context. Section III contains a summary of the cases for which one or more disciplinary measures were imposed by the Secretary-General on Secretariat staff members during the reporting period. Section IV contains comparative data reflecting the disposition of cases completed during the reporting period, including cases that did not result in the imposition of a disciplinary measure, and information about appeals of disciplinary measures imposed since 1 July 2009. Section IV also provides comparative data on the number and nature of cases referred to the Office of Human Resources Management for action during the reporting period. Section V provides information on the practice of the Secretary-General in cases of possible criminal behaviour.

II. Overview of the administrative machinery with respect to disciplinary matters

A. Legislative framework governing the conduct of staff members[1]

4. Article 101, paragraph 3, of the Charter of the United Nations states that the "paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity".

5. Article I of the Staff Regulations and chapter I of the Staff Rules, both entitled "Duties, obligations and privileges", set out the basic values expected of international civil servants because of their status, as well as particular manifestations of such basic values. Particular reference is made to staff regulation 1.2 and staff rule 1.2 for specific instances of expected and prohibited conduct.

[1] Provisions relating to the status, rights and duties of staff members, and to disciplinary matters, can be found in the electronic version of the Human Resources Handbook (available at https://hr.un.org/handbook) under the headings "Status, basic rights and duties" and "Disciplinary matters".

B. Misconduct

6. Staff regulation 10.1 (a) provides that "the Secretary-General may impose disciplinary measures on staff members who engage in misconduct". Staff rule 10.1 (a) provides that the "failure by a staff member to comply with his or her obligations under the Charter of the United Nations, the Staff Regulations and Staff Rules or other relevant administrative issuances or to observe the standards of conduct expected of an international civil servant may amount to misconduct and may lead to the institution of a disciplinary process and the imposition of disciplinary measures for misconduct". Additionally, staff rule 10.1 (c) provides that "the decision to launch an investigation into allegations of misconduct, to institute a disciplinary process and to impose a disciplinary measure shall be within the discretionary authority of the Secretary-General or officials with delegated authority". Within those parameters, the Secretary-General has broad discretion in determining what constitutes misconduct and in imposing disciplinary measures. The administrative instruction on revised disciplinary measures and procedures (ST/AI/371/Amend.1),[2] provides further examples of conduct for which disciplinary measures may be imposed. A new administrative instruction on investigations and the disciplinary process continues to be under preparation and remains the subject of ongoing discussion and consultation among management and other stakeholders. One of the main goals of the new instruction is to codify certain matters relating to the investigatory process. A staff management working group on the new policy met on a number of occasions during the reporting period. Meetings were suspended pending discussions among management principals and among the staff representatives on certain issues. It is currently anticipated that a new policy will be promulgated at the end of 2015 or early in 2016.

C. Procedural fairness

7. Where the head of office or other responsible officer believes, following an investigation, that misconduct may have occurred, he or she refers the matter to the Assistant Secretary-General for Human Resources Management for a decision on whether to pursue the matter as a disciplinary case. Depending on the subject matter and complexity of the report of misconduct, the investigation may have been undertaken by the head of office or his or her designees, or by the Office of Internal Oversight Services, at its own initiative or at the request of a head of office.

8. If the Assistant Secretary-General for Human Resources Management decides to pursue the matter as a disciplinary case, the staff member is notified in writing of the allegations of misconduct and is informed of his or her opportunity to comment on the allegations and of the right to seek the assistance of counsel in his or her defence through the Office of Staff Legal Assistance or from outside counsel at his or her own expense. The staff member is given a reasonable opportunity to respond to the allegations of misconduct. In the light of the comments provided by the staff member, the Assistant Secretary-General for Human Resources Management decides whether to close the case, with or without administrative action, or to recommend the imposition of one or more disciplinary measures. In the latter case,

[2] See also ST/SGB/2008/5, on the prohibition of discrimination, harassment, including sexual harassment, and abuse of authority.

the Under-Secretary-General for Management decides, on behalf of the Secretary-General, whether to impose one or more of the disciplinary measures provided for in staff rule 10.2 (a).

9. Staff rule 10.4 (a) provides that, at any time pending an investigation until the completion of the disciplinary process, a staff member may be placed on administrative leave by the appropriate official.[3]

10. In accordance with staff rule 10.3 (c), a staff member against whom a disciplinary measure has been imposed may submit an application to the Dispute Tribunal challenging the imposition of the measure in accordance with Chapter XI of the Staff Rules.[4]

D. Disciplinary measures

11. Staff rule 10.2 (a) provides that disciplinary measures may take one or more of the following forms (i.e. more than one measure may be imposed in each case):

(a) Written censure;

(b) Loss of one or more steps in grade;

(c) Deferment, for a specified period, of eligibility for salary increment;

(d) Suspension without pay for a specified period;

(e) Fine;

(f) Deferment, for a specified period, of eligibility for consideration for promotion;

(g) Demotion, with deferment, for a specified period, of eligibility for consideration for promotion;

(h) Separation from service, with notice or compensation in lieu of notice, and with or without termination indemnity;

(i) Dismissal.

12. In determining the appropriate measure, each case is decided on its own merits, taking into account the particulars of the case, including aggravating and mitigating circumstances. Additionally, in accordance with staff rule 10.3 (b), disciplinary measures imposed must be proportionate to the nature and gravity of the misconduct involved. Given the thoroughness of the review involved to assess the unique facts and features of each case, the specific sanction that applies to a specific type of misconduct cannot be determined in advance or applied across the board.

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[3] In January 2013, the Assistant Secretary-General for Human Resources Management delegated to the Under-Secretary-General for Field Support, on a pilot basis, the authority to place field mission staff members on administrative leave with pay. The delegation of authority on a pilot basis was reconfirmed in September 2014. Guidelines for placement of staff on administrative leave with pay pending investigation and under the disciplinary process can be found in the Human Resources Handbook (https://hr.un.org/handbook).

[4] Judgements of the Dispute Tribunal relating to disciplinary cases can be found on the website of the Office of the Administration of Justice (www.un.org/en/oaj).

E. Other measures

13. Written or oral reprimands, recovery of moneys owed to the Organization and administrative leave with or without pay are not considered disciplinary measures. Reprimands, such as warnings or letters of caution, are administrative and/or managerial measures that are important for upholding standards of proper conduct and promoting accountability. In addition, where conduct that may amount to misconduct has an impact on performance, the issue may be addressed in the context of performance management. This may include training, counselling, the withholding of salary increments, the non-renewal of a contract or the termination of an appointment.

III. Summary of cases in which disciplinary measures were imposed during the period from 1 July 2014 to 30 June 2015

14. For each case that led to the imposition of one or more disciplinary measures, a summary is provided below indicating the nature of the misconduct and the disciplinary measure or measures imposed by the Secretary-General. The functional title of the staff members or other particulars relating thereto are provided only when they played a role as aggravating or mitigating circumstances in determining the measures to be taken. Conduct issues that were dealt with by means other than disciplinary measures are not listed.

15. As noted above, both aggravating and mitigating factors are taken into account in determining a sanction, and these vary according to the unique facts and circumstances of a case. Examples of possible aggravating factors are the repetition of acts of misconduct, the intent to derive personal benefit and the degree of harm resulting from the misconduct. Examples of possible mitigating factors are sincere remorse, a staff member's personal circumstances and voluntary disclosure of the acts of misconduct.

16. Not every case brought to the attention of the Secretary-General results in disciplinary or other measures being taken. When a review by the Office of Human Resources Management reveals that there is insufficient evidence to pursue a matter as a disciplinary case, or when a staff member provides a satisfactory explanation in response to the formal allegations of misconduct, the case is closed. Cases may also be closed when a staff member retires or otherwise separates from the Organization before an investigation or the disciplinary process is concluded, as the Secretary-General does not have the authority to impose disciplinary measures on former staff members. In such cases, a record is made and placed in the former staff member's official status file so that the matter can be further considered if and when the staff member rejoins the Organization. In this regard, section 3.9 of the administrative instruction on the administration of fixed-term appointments (ST/AI/2013/1) provides that a former staff member "will be ineligible for re-employment following ... resignation during an investigation of misconduct or institution of a disciplinary process, unless the former staff member agrees to cooperate with an ongoing investigation or disciplinary process until its conclusion." Where relevant, this provision is noted in records placed in the official status files of staff members who have resigned.

17. In paragraph 23 of its resolution 68/252, the General Assembly requested the Secretary-General to take appropriate measures to mitigate and recoup any losses arising from misconduct by staff members and to report thereon. As the summaries of the cases below indicate, in the majority of the cases where there was a quantifiable loss to the Organization, the Organization either recovered the relevant property and/or funds or the staff member repaid the funds at issue. The recovery of financial losses to the Organization is currently being effected under staff rule 10.1 (b), which provides that where conduct is determined by the Secretary-General to constitute misconduct and the Organization has suffered a financial loss as a result of the staff member's actions, which are also determined to be wilful, reckless or grossly negligent, such staff member may be required to reimburse the Organization for such loss in whole or in part. One of the proposed changes to the administrative instruction on investigations and disciplinary matters that is under revision (see para. 6 above) is to elaborate on the procedures for recovery of losses to the Organization resulting from established misconduct, pursuant to staff rule 10.1 (b), thereby enhancing the legal framework to effect recovery.

A. Abuse of authority, harassment and discrimination

18. A staff member in a senior position harassed a subordinate, improperly favoured another staff member and created a hostile working environment. *Disposition*: demotion with deferment, for a period of three years, of eligibility for promotion. *Appeal*: none.

B. Theft and misappropriation

19. A staff member stole money from the wallet of another staff member. The mitigating circumstance of the staff member's admission and apology was considered, but reduced by the fact that, having been caught in the act, the staff member had little alternative but to admit the conduct. The fact that the act targeted a close colleague breached the heightened relationship of trust between staff members who worked closely together and was considered an aggravating factor. *Disposition*: dismissal. *Appeal*: none.

20. A staff member, while performing security and screening functions at an airport, took, without authorization, $2,200 from the luggage of a passenger travelling on a United Nations flight. There were mitigating circumstances, including the staff member's voluntary repayment of the money taken, and certain procedural irregularities. The fact that the staff member violated the position of trust as a security official was an aggravating circumstance. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

21. A staff member who was a warehouse assistant attempted to take, without authorization, a ream of paper and approximately 15 plastic seals belonging to the Organization. There were mitigating circumstances, including the time taken to dispose of the case. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

22. A staff member took, without authorization, a drum of petroleum product belonging to the Organization and sold it to a third party. There were mitigating circumstances, including the time taken to dispose of the case and the recovery of the drum of petroleum product. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

23. Two staff members were involved with the unauthorized removal and sale of tyres belonging to the Organization. The loss to the Organization attributable to these staff members could not be quantified. *Disposition*: separations from service, with compensation in lieu of notice and without termination indemnities. *Appeal*: one appeal filed with the Dispute Tribunal, where the case remained under consideration as at the date of submission of the present report.

24. A staff member took, without authorization, a vehicle belonging to the Organization,. The vehicle was recovered. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

25. A staff member took, without authorization, fuel belonging to the Organization. The fact that the staff member exercised the functions of a driver and therefore had a heightened duty of care towards the Organization's assets that related to his duties was considered as an aggravating factor. The specific amount of fuel taken by the staff member could not be ascertained. *Disposition*: dismissal. *Appeal*: none.

26. A staff member took, without authorization, fuel belonging to the Organization. Aggravating factors were present, including the staff member's functions as a driver. The specific amount of fuel taken by the staff member could not be ascertained. *Disposition*: dismissal. *Appeal*: none.

27. A staff member falsified documents relating to the volume of fuel dispensed and sold fuel belonging to the Organization, without authorization. The specific amount of fuel taken by the staff member could not be ascertained. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

28. A staff member who was a warehouse assistant improperly created and used a document that purportedly authorized the staff member to move barbed wire belonging to the Organization from United Nations premises, when, in fact, no such authorization had been granted. Aggravating factors were present, including that the staff member's functions related to managing inventory. The staff member was required to repay the Organization the value of the materials removed. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

29. A staff member improperly instructed an individual contractor who was working under the staff member's supervision to destroy property belonging to the Organization. Mitigating circumstances were present, including the time taken to dispose of the case. Aggravating circumstances included the staff member involving and falsely implicating a subordinate in the wrongdoing. No property was removed from the Organization's premises. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

30. A staff member improperly altered the labelling on the salary envelopes of several independent contractors and removed cash from the envelopes, all without authorization. The staff member was required to repay the Organization a sum equivalent to the moneys removed. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

31. Three staff members removed from envelopes money that was to be used to pay the wages of individual contractors. There were mitigating circumstances, including the staff members' voluntary return of the moneys taken and the time taken to resolve the case. *Disposition*: separations from service, with compensation in lieu of notice and without termination indemnities. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

C. Misrepresentation and false certification

32. A staff member repeatedly misrepresented the educational qualifications obtained by the staff member on the personal history profiles (PHPs) submitted by the staff member to the Organization and falsely certified the accuracy of the information in the context of selection exercises. Mitigating circumstances were present, including long and satisfactory service with the Organization. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: none.

33. A staff member misrepresented the staff member's educational qualifications on the staff member's P.11 form, falsely certified the accuracy of the information and submitted a false diploma to the Organization in the context of a selection exercise. Mitigating circumstances were present, including long and satisfactory service with the Organization. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: none.

34. A staff member made material omissions in multiple PHPs concerning his history of arrest and conviction. The staff member also failed to notify the Secretary-General that he had been summoned before a court in a criminal proceeding and that he had been criminally convicted. Mitigating circumstances were present, including long and satisfactory service of the staff member with the Organization. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: none.

35. A staff member made a material omission in a PHP concerning a history of arrest and conviction. The staff member indicated that the staff member had never been arrested or convicted for the violation of any law despite having been convicted of theft the previous year. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

36. A staff member submitted an education grant claim and documentation that contained false information. The overpayment of $1,912.50 was recovered from the staff member. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

37. A staff member submitted multiple education grant claims and documentation that contained false information, signatures and stamps. The amount of the loss to the Organization could not be quantified because, based on the information made available to the Organization by the educational institutions, it could not be determined how much the staff member would have received had the staff member submitted accurate information to the Organization. *Disposition*: dismissal. *Appeal*: filed with the Dispute Tribunal, where the case remained under consideration as at the date of submission of the present report.

38. A staff member submitted leave-related documentation that did not accurately reflect the staff member's absences from a duty station. There were mitigating circumstances, including the time taken to resolve the case and the satisfactory service of the staff member in difficult duty stations. *Disposition*: deferment, for a period of one year, of eligibility for consideration for salary increment, and written censure. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

D. Misuse of United Nations property or assets

39. A staff member used an official vehicle of the Organization to transport approximately 173 kilograms of marijuana. *Disposition*: dismissal. *Appeal*: none.

40. Two staff members each drove a United Nations vehicle without a valid driver's permit and improperly used a driver's permit that had been issued by the Organization to a United Nations Volunteer. The fact that the staff members exercised supervisory functions as security guards was considered an aggravating factor. *Dispositions*: loss of three steps in grade, with deferment, for a period of one year, of eligibility for salary increment, and written censure, and an administrative measure consisting of the withdrawal for a period of one year of any supervisory duties. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

41. A staff member who performed the functions of a supply officer enabled an individual to travel on a United Nations aircraft without proper authorization by providing false information in the documentation pertaining to the travel. There were mitigating circumstances, including the time taken to resolve the case and the staff member's remorse. *Disposition*: demotion of one grade, with deferment, for a period of one year, for eligibility for consideration for promotion and written censure. *Appeal*: filed with the Dispute Tribunal, where the case remained under consideration as at the date of submission of the present report.

42. A staff member knowingly included false information in movement-related documentation prepared on behalf of a friend and approved this documentation in the staff member's official capacity. The staff member also permitted the friend to reside at the staff member's residence without authorization. Mitigating factors were present, including the staff member's remorse and the difficult working conditions at the staff member's duty station. Aggravating factors were present, including the staff member's abuse of trust as a senior official. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: filed with the Dispute Tribunal, where the case remained under consideration as at the date of submission of the present report.

43. A staff member working in movement-related functions at a United Nations air terminal attempted to transport a chainsaw on a United Nations passenger flight on behalf of a colleague without authorization and failed to follow any of the applicable safety and screening procedures when doing so. Aggravating circumstances were present, including the staff member's long service in movement-related functions. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: filed with the Dispute Tribunal, where the case remained under consideration as at the date of submission of the present report.

44. A staff member who had access to confidential code cables by virtue of the staff member's functions improperly obtained confidential code cables and disseminated them to one or more unauthorized recipients. Aggravating factors were present, including the special trust and responsibility resulting from the staff member's functions in communications. *Disposition*: dismissal. *Appeal*: none.

E. Misuse of United Nations information and communications technology resources

45. A staff member declared as official, to the Organization, communications made from the staff member's official mobile telephone that were, in fact, private in nature. Recovery of the moneys owed to the Organization was initiated as an administrative measure during the investigation; such action was not contested by the staff member. *Disposition*: fine of two months' net base salary and written censure. *Appeal*: none.

46. A staff member declared as official, to the Organization, a large number of communications that were, in fact, private in nature and falsified data relating to telephone charges incurred by other staff members in order to attempt to hide the staff member's actions. Recovery of the moneys owed to the Organization was effected together with the disciplinary measure. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

47. A staff member stored pornographic material on the staff member's United Nations computer and failed to report that another staff member had forwarded pornographic material to the staff member through the Organization's e-mail system. *Disposition*: demotion of one grade with deferment, for a period of two years, of eligibility for consideration for promotion. *Appeal*: none.

48. A staff member stored pornographic material, including pornography involving a minor, on the staff member's United Nations computer, distributed other pornographic material through the Organization's e-mail system, and failed to report that another staff member had sent the staff member inappropriate material through the Organization's e-mail system. *Disposition*: dismissal: *Appeal*: none.

49. A staff member sent, through the Organization's e-mail system, and stored on the staff member's United Nations computer, pornographic material involving a minor and, on other occasions, distributed, through the Organization's e-mail system, other pornographic material. *Disposition*: dismissal. *Appeal*: none.

50. A staff member sent, through the Organization's e-mail system, pornographic material involving a minor and, on three other occasions, distributed other

pornographic material through the Organization's e-mail system and stored pornographic material on the staff member's United Nations computer. *Disposition*: dismissal. *Appeal*: none.

51. A staff member sent, through the Organization's e-mail system, pornographic material, including pornographic material involving a minor, and failed to report that another staff member had sent the staff member inappropriate material though the Organization's e-mail system. *Disposition*: dismissal. *Appeal*: none.

F. Unauthorized outside activities and conflict of interest

52. A staff member owned and managed an outside concern without obtaining prior authorization from the Secretary-General. *Disposition*: loss of a step in grade and deferment, for one year, of eligibility for a salary increment and written censure. *Appeal*: none.

G. Assault and abusive conduct

53. A staff member used threatening language, including veiled threats, towards another staff member. *Disposition*: demotion with deferment, for one year, of eligibility for consideration for promotion. *Appeal*: none.

54. A staff member serving as a security guard physically assaulted and used verbally abusive language towards another staff member. There were mitigating factors, including the staff member's personal circumstances. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: none.

55. A staff member assaulted another staff member with a pool cue. There were mitigating factors, including that the staff member was cooperative during the investigation and made amends to the staff member who was assaulted. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: none.

56. A staff member attempted to attack another staff member with a knife. *Disposition*: dismissal. *Appeal*: none.

57. A staff member attempted to physically assault another staff member and verbally abused the same staff member. There were mitigating circumstances, including the staff member's emotional distress arising from work-related matters. *Disposition*: loss of four steps in grade and written censure. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

58. A staff member who was a security guard physically assaulted and threatened to kill an individual contractor. *Disposition*: dismissal. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

59. A staff member assaulted another staff member. There were mitigating factors, including the fact that the victim of the assault had directed abusive language towards the staff member. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: filed with the Dispute

Tribunal, where the case remained under consideration as at the date of submission of the present report.

60. A staff member physically assaulted another staff member during the course of an argument concerning a work-related dispute. There were mitigating factors, including the staff member's long and satisfactory service with the Organization. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: filed with the Dispute Tribunal, where the case remained under consideration as at the date of submission of the present report.

61. A staff member repeatedly threatened to kill or suggested that the staff member could arrange to kill the Head of Mission. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: none.

62. A staff member drove a tractor in the direction of a pre-fabricated office in which the staff member's supervisor was working, with the intent of damaging the office and injuring the staff member's supervisor. Mitigating circumstances were present, including long-standing workplace-related issues. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

H. Inappropriate or disruptive behaviour

63. During a staff protest at a peacekeeping mission, a staff member improperly restricted the movement of pedestrians and/or vehicles in and out of the base; intimidated and/or physically assaulted one or more individuals; attacked and/or damaged a United Nations vehicle; and permitted one or more local journalists to enter the mission without authorization. *Disposition*: dismissal. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

64. During a staff protest at a peacekeeping mission, a staff member disarmed a military officer. *Disposition*: dismissal. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

65. During a staff protest at a peacekeeping mission, a staff member improperly restricted the movement of pedestrians and/or vehicles in and out of the base and intimidated a security officer, including by attempting to take the security officer's personal property. *Disposition*: dismissal. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

66. During a staff protest at a peacekeeping mission, a staff member attacked and/or damaged a United Nations vehicle and damaged the property of a staff member of another United Nations entity. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

67. During a staff protest at a peacekeeping mission, a staff member intimidated a security officer. *Disposition*: written censure and a loss of three steps in grade.

Appeal: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

I. Failure to honour private obligations

68. A staff member failed to honour a private legal obligation. Aggravating circumstances were present, including the length of time the obligation had been outstanding. *Disposition*: deferment, for a period of one year, of eligibility for consideration for promotion, and written censure. The staff member was also instructed to report regularly on steps taken to meet the staff member's private legal obligation. *Appeal*: none.

69. A staff member failed to honour a private legal obligation. Aggravating circumstances were present, including the length of time the obligation had been outstanding. *Disposition*: deferment, for a period of one year, of eligibility for consideration for promotion and written censure. The staff member was also instructed to report regularly on steps taken to meet the staff member's private legal obligation. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

70. A staff member failed to honour a private legal obligation. Aggravating circumstances were present including the amount of the obligation ($100,000) and length of time it had been outstanding. *Disposition*: deferment, for a period of two years, of eligibility for consideration for promotion and written censure. The staff member was also instructed to report regularly on steps taken to meet staff member's private legal obligation. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

J. Other

71. A staff member offered to assist one or more persons external to the Organization with securing United Nations employment in exchange for money. *Disposition*: separation from service, with compensation in lieu of notice and without termination indemnity. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

72. A staff member accepted a benefit from a United Nations vendor in the form of assistance in a personal financial transaction, and assisted the vendor in a procurement process. There were mitigating circumstances, including the staff member's lack of training in procurement functions. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: none.

73. A staff member violated numerous requirements regarding movement of personnel in a mission environment, including regarding curfew hours and allowing a non-United Nations person to stay overnight in United Nations accommodation, all without authorization. Aggravating factors were present, including the prior issuance of two letters of reprimand for failure to abide by the standards of conduct expected of an international civil servant. *Disposition*: separation from service, with compensation in lieu of notice and with termination indemnity. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

74. A staff member engaged in conduct not befitting the status of an international civil servant in connection with the sale of a substance by the staff member. *Disposition*: loss of two steps in grade and written censure. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

75. A staff member engaged in conduct not befitting the status of an international civil servant in connection with a selection exercise. *Disposition*: fine of one month's net base salary and written censure. *Appeal*: the time for appeal of the disciplinary measures had not expired as at the date of submission of the present report.

76. A staff member carried a private firearm aboard a United Nations shuttle bus and into United Nations offices. The fact that the staff member secured the firearm in a location that was normally used to secure the firearms of visitors to the mission premises operated as a mitigating factor. *Disposition*: written censure. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

77. A staff member entered into an agreement with a company that entitled the staff member to receive a commission in connection with a commercial project intended to benefit staff. There were mitigating factors, including that the project did not proceed and the involvement of staff union issues. *Disposition*: written censure. *Appeal*: the time for appeal of the disciplinary measure had not expired as at the date of submission of the present report.

IV. Data on cases received and completed during the reporting period

A. Cases completed during the reporting period

78. The tables in the present section provide information on the number and disposition of cases completed during the reporting period, including those that did not result in the imposition of a disciplinary measure. Information is also provided about appeals to the Dispute Tribunal of disciplinary measures imposed during the current and the four previous reporting periods.

79. Generally, the length of time for completion of the disciplinary process varies depending on the complexity of the matter and the volume of evidence. During the reporting period, a number of factors have continued to affect the rate of processing of disciplinary cases, including, as previously reported, the jurisprudence from the Dispute Tribunal and the Appeals Tribunal with regard to the standard of proof and the reliability of witness statements.[5] In this regard, it may be noted that because of the strict standards imposed by the Tribunals, the Office of Human Resources Management is required to perform increasingly detailed analyses and to scrutinize

[5] In particular, the decision of the Appeals Tribunal in *Molari* (2011-UNAT-164), which provided that the standard of proof in disciplinary cases that could result in a termination is "clear and convincing evidence", has often resulted in the need for the Office of Human Resources Management to request further input from investigating entities after the initial referral of the matter. It is also noted that a Dispute Tribunal judgement, *Applicant* (UNDT/2013/086), also applied the "clear and convincing" standard of proof to its analysis of the evidence in a challenge to a sanction of demotion.

every aspect of each case. There is frequently a need for clarifications and/or further investigation after referral of a matter to the Office. This need for further input from investigating entities has added significantly to the time needed to process referred matters.

80. The time taken to process a case also includes the time needed for the staff member concerned to respond to the allegations of misconduct and any further relevant information received by the Office of Human Resources Management during the disciplinary process,[6] which can be lengthy as the staff member may request extensions in order to consult counsel, who may be located far away. After responses are received from staff members, it is often necessary to seek further clarifications and/or evidence from the investigating entity and to then again obtain the staff member's comments on the additional information received.[7]

81. It should be noted that the tables reflect cases completed during the reporting period that were referred to the Office of Human Resources Management both prior to and during the reporting period. The average time taken during the reporting period to dispose of cases after their referral to the Office was 8.4 months. The increase in the time spent in the Office during this reporting period results from a number of factors, including the time taken by investigating entities to respond to requests for further supporting information and requests from staff members and the Office of Staff Legal Assistance for extensions of time to respond to communications from the Office of Human Resources Management.

Table 1
Disposition of cases completed between 1 July 2014 and 30 June 2015

Disposition	*Number*
Dismissal	15
Separation from service, with notice or compensation in lieu of notice and with or without termination indemnity	31
Other disciplinary measures	18
Administrative measures	2
Closed with no measure (after staff member has received formal allegations of misconduct)	13
Not pursued as a disciplinary matter (staff member does not receive formal allegations of misconduct)	23

[6] The time taken to process cases during this reporting period was further lengthened by the Appeals Tribunal's decisions holding that, with respect to the cases under consideration by the Tribunal, the disciplinary measures imposed on staff members were illegal because the witness statements obtained during the respective investigations did not have sufficient "indicia of reliability" or were otherwise questionable. For example, in *Nyambuza*, the witness statements were rendered in French (the language of the witnesses), but the attestations as to truthfulness were in English. As a result of these judgements, the processing of certain disciplinary cases was halted mid-process as witnesses had to be found and new statements obtained. This added more time to the processing of the cases.

[7] The requirement that additional information be provided to the staff member for comment was confirmed by the Dispute and Appeals Tribunals in *Israbhakdi* (UNDT/2012/010 and 2012-UNAT-277).

Disposition	*Number*
Separation of the staff member prior to or after referral of the case to the Office of Human Resources Management prior to the completion of a disciplinary process (e.g., retirement, end of contract, resignation)	41
Other	5
Total	**148**

82. During the period covered by the present report, 23 out of 148 cases, or 15 per cent of the cases handled, were not pursued as disciplinary matters. In the four prior reporting periods, ending 30 June 2011, 2012, 2013 and 2014, the corresponding percentages were 14 per cent, 25 per cent, 27 per cent and 20 per cent, respectively. The reason for a given case not being pursued as a disciplinary matter is specific to the facts and circumstances of the case. It is thought that the greater awareness by investigating entities of the *Molari* judgement (2011-UNAT-164), which provided that facts supporting a disciplinary measure that could result in termination must be established by clear and convincing evidence, has led to investigations being more thorough and investigating entities being more responsive to requests for further supporting information from the Office of Human Resources Management. This, in turn has led to an increase in the number of cases being pursued as compared to three years ago.

Table 2
Cases completed in the current and past four reporting periods

Period	*Number*
1 July 2014 to 30 June 2015	148
1 July 2013 to 30 June 2014	115
1 July 2012 to 30 June 2013	115
1 July 2011 to 30 June 2012	155
1 July 2010 to 30 June 2011	271

83. The number of cases completed during the period covered by the present report shows a significant increase as compared to the number of cases completed during the past two reporting periods. It is also noted that more disciplinary measures were imposed during the present reporting period than during the past three periods. During the present reporting period, 64 disciplinary measures were imposed. In the four prior reporting periods, which ended on 30 June 2014, 2013, 2012 and 2011, 39 disciplinary measures, 43 disciplinary measures, 49 disciplinary measures and 107[8] disciplinary measures were imposed, respectively. It is thought that the increase in the number of disciplinary measures imposed when compared to the number imposed in the previous three years may be the result of the increasing responsiveness of investigating entities to the requests from the Office of Human Resources Management for further input.

[8] During the reporting period ending 30 June 2011, there were two areas (i.e. failure to make required financial disclosure and misuse of United Nations information and communication technology) with numerous cases that involved similar facts and circumstances; many of these cases were closed at the same time.

84. With regard to issues concerning the workload of the Office of Human Resources Management, it may be recalled that in addition to its role in acting on cases referred for possible disciplinary action, the Office also has a role under the bulletin on the prohibition of discrimination, harassment, including sexual harassment, and abuse of authority (ST/SGB/2008/5) in connection with cases involving complaints against the most senior-level staff. In this regard, the Office is called to decide whether to initiate an investigation and, where relevant, review the completed investigation report and provide reasoned, written outcomes to complainants and alleged offenders. In addition, the Office routinely provides advice to other offices on the handling of complaints under that bulletin by those offices and responds to challenges before the Dispute Tribunal in respect of cases referred under that bulletin at various stages of handling (i.e. during and after investigations). Finally, the Office also has a role in monitoring the progress of matters submitted under that bulletin (see sections 5.11 and 6 of ST/SGB/2008/5). Given the complexity and sensitivity of such cases, the Office's involvement in these matters tends to be exceptionally resource intensive.

B. Appeals against disciplinary measures

85. Once a completed case has resulted in the imposition of a disciplinary measure, the staff member may challenge that decision before the Dispute Tribunal. It is noted that a relatively small percentage of disciplinary measures have been appealed since 1 July 2009.[9] In the reporting periods since 1 July 2009, the percentage of disciplinary measures imposed that have been the subject of appeals during each such period is 26 per cent, 16 per cent, 16 per cent, 11 per cent, 5 per cent[10] and 11 per cent[11] respectively.

Table 3
Appeals contesting disciplinary measures imposed between 1 July 2009 and 30 June 2015

Period	*Number*	*Percentage*
1 July 2014 to 30 June 2015	7	11
1 July 2013 to 30 June 2014	2	5

[9] During the past six years, the Dispute and Appeals Tribunals have considered the appeals of both disciplinary measures imposed prior to 1 July 2009 under the previous system of justice and measures imposed after 1 July 2009. The tables in the present section do not contain information about the appeals or outcomes of disciplinary measures imposed prior to the introduction of the new system of justice.

[10] It may be noted that the figure reported in the previous report (A/69/283) included 14 cases for which the time for appeal had not expired at the time of submission of the report. Upon expiration of that time period, no additional disciplinary measures were challenged. Accordingly, the percentage of appeals of disciplinary measures imposed during the previous reporting period remained 5 per cent.

[11] During the period from 1 July 2014 to 30 June 2015, of the 35 cases for which a disciplinary measure had been imposed and the time period for filing an appeal had expired, staff members in 6 cases had appealed the sanction as of the time of the submission of the present report. It is noted, however, that disciplinary measures have been imposed in 29 cases for which the time period to file an appeal had not expired as at the date of submission of the present report.

Period	*Number*	*Percentage*
1 July 2012 to 30 June 2013	5	11
1 July 2011 to 30 June 2012	7	16
1 July 2010 to 30 June 2011	16	16
1 July 2009 to 30 June 2010	8	26

86. The number of Dispute Tribunal and Appeals Tribunal judgements on disciplinary sanctions in the Secretariat imposed after 1 July 2009 is relatively small, with only a few emerging trends discernible from the jurisprudence, namely, considerable scrutiny of whether the facts on which disciplinary measures are based are established at the requisite standard and considerable support for respecting the discretion of the Secretary-General in deciding on the proportionality of the sanction imposed. Table 4 provides information about the overall outcome of cases before the Dispute and Appeals Tribunals for the period from 1 July 2009 to date.

Table 4
Disposition of the appeals contesting disciplinary measures imposed between 1 July 2009 and 30 June 2015

Disposition	*Number*	*Percentage*
Overall win by the respondent and cases withdrawn by staff member at the Dispute Tribunal[a]	30	77
Settled	6	15
Overall loss by respondent[b]	3	8
Total	**39**	**100**
Staff member's appeal pending at Dispute Tribunal	7	

[a] This number includes cases in which: respondent prevailed at Dispute Tribunal and no appeal by staff member to the Appeals Tribunal; respondent prevailed at Dispute Tribunal and Appeals Tribunal; staff member prevailed at Dispute Tribunal but respondent prevailed at Appeals Tribunal; and staff member appeal to Dispute Tribunal withdrawn.

[b] The number includes cases in which: respondent prevailed at Dispute Tribunal but staff member prevailed at Appeals Tribunal; and staff member prevailed at Dispute Tribunal and no appeal filed by respondent to the Appeals Tribunal.

C. Cases received by the Office of Human Resources Management

87. The tables in the present section provide information on the number and types of cases referred to the Office of Human Resources Management for possible disciplinary action during the period covered by the present report, as well as the number of cases received over the previous four reporting periods.

Table 5
Cases received by the Office of Human Resources Management during the current and past four reporting periods

Period	*Number*
1 July 2014 to 30 June 2015	143
1 July 2013 to 30 June 2014	140
1 July 2012 to 30 June 2013	131
1 July 2011 to 30 June 2012	95
1 July 2010 to 30 June 2011	123

Table 6
Source of cases received by the Office of Human Resources Management between 1 July 2014 and 30 June 2015

Source	*Number*	*Percentage*
Cases relating to staff based at United Nations Headquarters and offices away from Headquarters	23	16
Cases relating to field staff	120	84
Total	**143**	**100**

88. The period covered by the present report has seen an increase of 84 per cent in the proportion of cases concerning field staff. In the four previous reporting periods, the corresponding percentages were 51 per cent, 63 per cent, 72 per cent and 76 per cent. This increase in the percentage of cases originating in field missions is considered to be due to several factors, including strengthened accountability and performance indicators at the mission level, intensified efforts to conclude open investigations and matters pending for referral as a result of quality assurance exercises at the mission level in accordance with strategic, policy and operational guidance from the Department of Field Support in New York, as well as strengthened efforts to ensure that matters are investigated and referred in a timely, efficient and effective manner.

Table 7
Cases received between 1 July 2014 and 30 June 2015, by type of misconduct

Type of misconduct	*Number*
Abuse of authority/harassment/discrimination	5
Assault (verbal and physical)	14
Misrepresentation and false certification	33
Inappropriate or disruptive behaviour	2
Misuse of information and communications technology resources and computer-related misconduct	1
Misuse of United Nations property or assets	5
Failure to honour private legal obligations	3

Type of misconduct	*Number*
Financial disclosure	1
Retaliation	1
Sexual exploitation and abuse	6
Theft and misappropriation	32
Unauthorized outside activities and conflict of interest	6
Violation of local laws	2
Procurement irregularities	2
Gross negligence	1
Others	29
Total	**143**

V. Possible criminal behaviour

89. In its resolution 59/287, the General Assembly requested the Secretary-General to take action expeditiously in cases of proven misconduct and/or criminal behaviour and to inform Member States about the actions taken. During the reporting period, eight cases involving credible allegations of criminal conduct by United Nations officials or experts on mission were referred to Member States.

VI. Conclusion

90. **The Secretary-General invites the General Assembly to take note of the present report.**

United Nations A/70/254

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Item 139 of the provisional agenda*
Human resources management

Mobility

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 68/265 and is the second annual report on mobility. It provides an update on the progress made towards the implementation of the mobility and career development framework as at July 2015. It also contains additional data and information requested by the Assembly.

* A/70/150.

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I. Introduction

1. The General Assembly, in its resolution 68/265, approved the refined managed mobility and career development framework, subject to the provisions contained in the resolution. The Assembly also requested annual reports on mobility, the first and second of which were to include data and information as outlined in the resolution.

2. The first annual report on mobility (A/69/190/Add.1), submitted to the General Assembly at its sixty-ninth session, contained information requested by the Assembly and an update on the preparations for the phased implementation of the framework covering the period from April to July 2014.

3. The framework will be launched in January 2016 and preparations for its implementation are continuing. The present report is the second annual report on mobility and provides an update on the progress made towards implementation as at July 2015. It also provides additional data and information requested by the General Assembly in resolution 68/265. It should be read in conjunction with the first annual report.

II. Update on staff mobility trends

4. As indicated in previous reports, the mobility and career development framework will apply to all internationally recruited staff[1] of the Secretariat in the Field Service and Professional and higher categories, up to and including the D-2 level, holding fixed-term, continuing and permanent appointments, except those on non-rotational positions.[2]

5. A non-rotational position is one that requires an advanced level of expertise, knowledge and qualifications in a technical field and with regard to which there is no comparable position at the same level in another organizational unit or at another duty station in the Secretariat. Following consultations between the Office of Human Resources Management and departments and offices, a provisional list of 109 non-rotational positions was drawn up (see A/69/190/Add.1, annex I).[3] To date, there have been no changes to the list, but, before the launch of the framework, each job network board will review and confirm the provisional list of non-rotational positions corresponding to its job network. For the political, peace and humanitarian network (POLNET), which will be the first network to launch, in January 2016, six non-rotational positions (4 P-5 and 2 P-4) have been identified to date. The POLNET job network board will review the list and, subject to the approval of the Assistant

[1] The framework applies to staff who have gone through a competitive process including review by a field or central review body and whose appointment is not limited to a specific department, office or mission.

[2] For the purposes of the present report, "positions" include both established posts and general temporary assistance positions.

[3] The framework will need to be more specifically targeted to the requirements of the language area (specifically those positions subject to a competitive language examination). The Department for General Assembly and Conference Management and the Office of Human Resources Management will form a working group to design those adjustments, which will be submitted to the General Assembly as part of its comprehensive review of mobility at its seventy-second session.

Secretary-General for Human Resources Management, make any necessary adjustments at its first meeting, which will be held in the last quarter of 2015.

6. The present section provides updated data and statistics on current mobility trends of those staff who will be subject to mobility. According to the 30 June 2014 data reflected in the report of the Secretary-General on the composition of the Secretariat: staff demographics (A/69/292), there are 14,197 Professional, Director and Field Service staff in the "mobility population".[4]

Distribution of the mobility population as at 30 June 2014

7. Table 1 shows the distribution of the mobility population by job network as at 30 June 2014.

Table 1
Distribution of mobility population by job network as at 30 June 2014

Job network	*Number of staff*	*Percentage of mobility population*
MAGNET	4 815	34
POLNET	2 839	20
ECONET	2 399	17
SAFENET	1 180	8
ITECNET	1 065	8
CONFERENCENET	995	7
INFONET	584	4
LEGALNET	274	2
Not applicable[a]	46	0
Total	**14 197**	**100**

Abbreviations: CONFERENCENET, conference services network; ECONET, economic and social development network; INFONET, public information and external relations network; ITECNET, information and communications network; LEGALNET, legal network; MAGNET, management and operations support network; POLNET, political, peace and security network; SAFENET, safety and security network.

[a] Other positions that are not associated with any job network.

8. It is recalled that, as reported to the General Assembly at its sixty-eighth session, the Office of Human Resources Management has, in close consultation with all stakeholders concerned, been engaged in efforts to reconfigure the existing eight

[4] The figure includes Professional, Director and Field Service staff members with fixed-term, continuing and permanent appointments. Staff administered by the United Nations Development Programme and staff of the International Criminal Tribunal for Rwanda, the International Tribunal for the Former Yugoslavia and the International Residual Mechanism for Criminal Tribunals are excluded. A staff member within five years of the mandatory age of separation will be exempted from geographic mobility, unless he or she specifically requests otherwise. A total of 2,473 staff members in the mobility population as at 30 June 2014 will be within five years of their current mandatory age of separation on 1 January 2016, when the framework will be launched for the first job network. In addition, staff members who have already made at least seven geographic moves of one year or longer (13 staff members in the mobility population as at 30 June 2014) will be able to choose whether to be geographically mobile.

job networks with a view to, among other things, facilitating functional mobility (A/68/358, para. 13).[5] The existing configuration was created by grouping together job families in the same departments or responsible for implementing the same mandates, with limited attention paid to the similarity of the functions of the jobs included. The new configuration, consisting of 47 existing and new job families grouped into nine networks (see annex I), is intended to achieve as much commonality as possible in terms of the skills, abilities and knowledge required to perform the jobs in a particular network so as to maximize the opportunities for mobility among those jobs. The new configuration has been approved by senior management and will be introduced across the global Secretariat in the last quarter of 2015, before the launch of the mobility and career development framework.[6]

9. Figure I shows the distribution of staff in the mobility population as at 30 June 2014, by gender, across duty stations in the hardship categories in the Secretariat.[7] As indicated in the first annual report, staff members tend to remain in the same category of duty station for extended periods. This holds true for both men and women and can be especially problematic for staff in the most difficult categories of duty station (D and E), which are almost all non-family and where the living conditions are particularly challenging (A/69/190/Add.1, para. 8). Table 2 shows updated data on the proportion of staff in the mobility population as at 30 June 2014 who have spent more than five years in duty stations in the D or E category.

[5] Functional mobility has been defined as a movement between two positions in different job families with continuous service of at least one year in each position (see A/67/324/Add.1).

[6] The data herein are based on the current job network configuration, given that at the time of reporting the new configuration had not yet gone into effect.

[7] The International Civil Service Commission has placed all duty stations in one of six categories: H, A, B, C, D and E. H duty stations are headquarters and similarly designated locations at which the United Nations has no development or humanitarian assistance programmes, or locations in States members of the European Union. A to E duty stations are field duty stations. Duty stations are categorized on a scale of difficulty from A to E, with A being the least difficult.

Figure I
Distribution of the mobility population as at 30 June 2014 by duty station category and gender

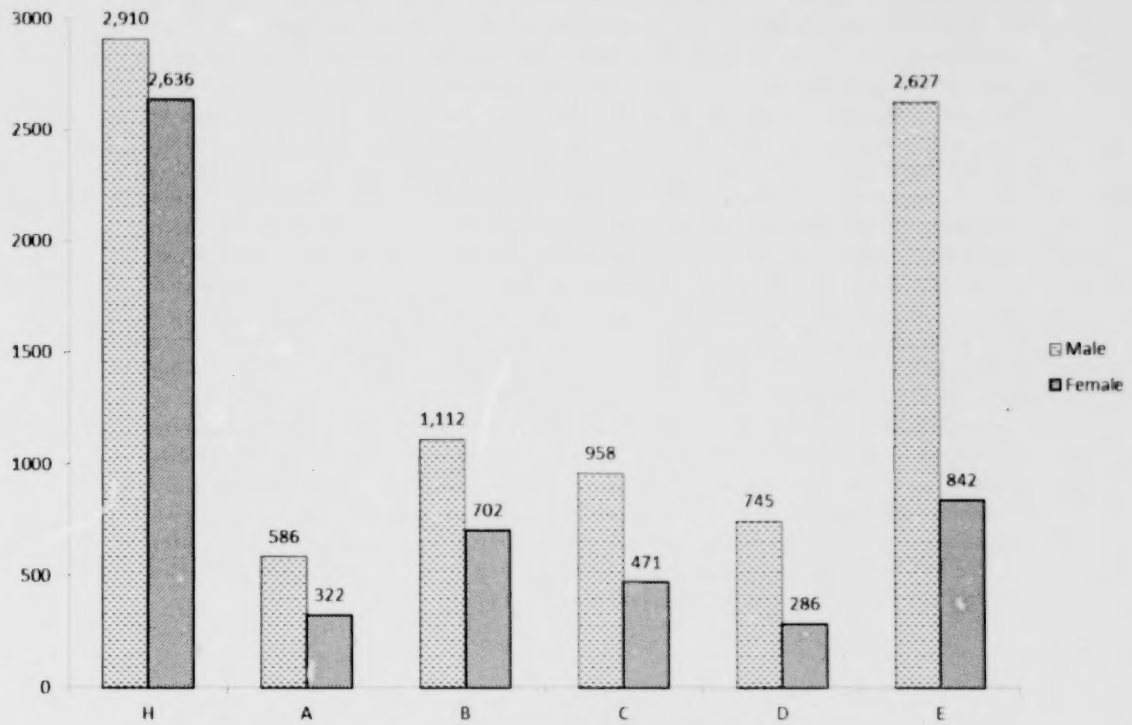


Table 2
Proportion of staff in the mobility population as at 30 June 2014 who have spent more than five years in duty stations in the D or E category

	Mobility population as at 30 June 2014		*Number of staff at D or E duty stations*[a]		*Number of staff who have spent five years or more at D or E duty stations*		*Percentage of staff at D or E duty stations who have spent five years or more at D or E duty stations*	
Category	*Men*	*Women*	*Men*	*Women*	*Men*	*Women*	*Men*	*Women*
Director	466	193	61	23	25	8	41	35
Professional	5 617	3 966	940	315	505	175	54	56
Field Service	2 855	1 100	1 640	532	945	320	58	60
Total	**8 938**	**5 259**	**2 641**	**870**	**1 475**	**503**	**56**	**58**

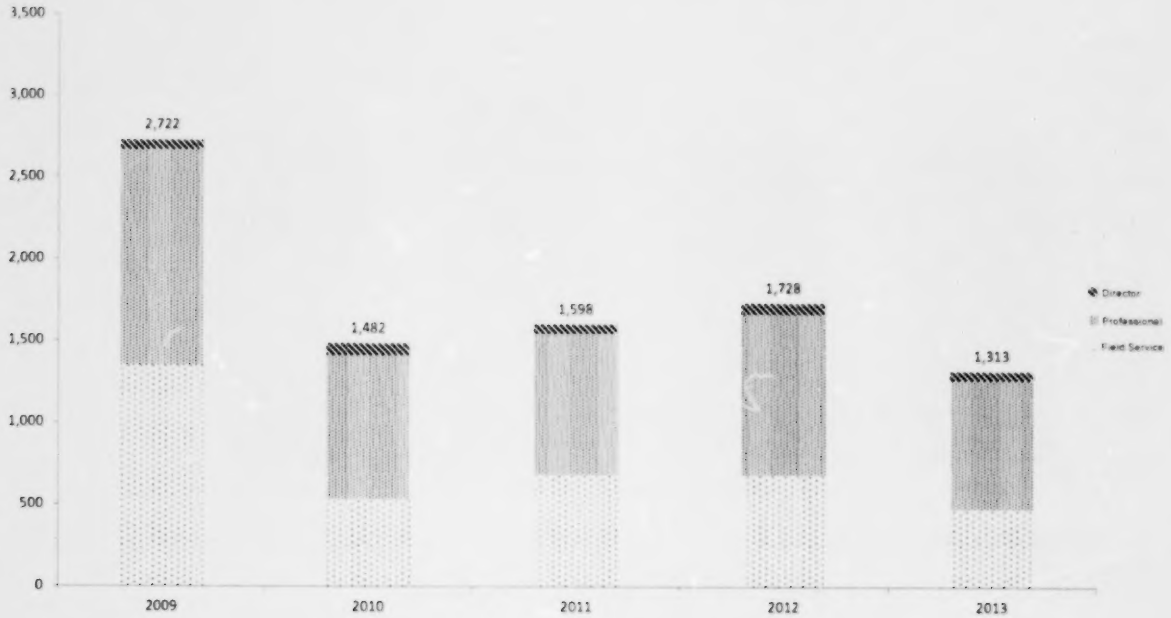
[a] Only staff with five years of continuous service in the Secretariat with no separations were considered. Staff on temporary contracts, in tribunals or administered by the United Nations Development Programme are excluded.

Duty station move data

10. In accordance with General Assembly resolution 67/255, mobility is defined as a change in position, which can include one or more of the following: a change in role, function, department or duty station, or a move to or from an agency, fund or programme. As noted in previous reports, however, the Integrated Management Information System does not contain information on staff roles or functions, meaning that baseline data for changes of position that do not involve a change in duty station are not currently available. Figure II shows the number of duty station moves of one year or longer for the period 2009-2013. A duty station move of one year or longer (hereinafter "duty station move") is recorded during the year in which the move is initiated and is considered a duty station move once it has been confirmed that the staff member has remained at that duty station after a full year has elapsed (or has a contract that expires after a full year's service has been completed at that duty station). For example, the 2013 duty station moves show all the moves that were initiated during the 2013 calendar year and with regard to which it has been confirmed in 2014 that the staff member has remained at the same duty station for one year or longer. The data regarding moves in 2014 will be available in November 2015 once the data systems are able to confirm that the staff in question are expected to remain at their new duty station until the end of 2015, thereby completing a full year there. During each of the past five years, internationally recruited staff have made an average of 1,769 duty station moves. Figure III shows the number of duty station moves of one year or longer for the period 2010-2013 for staff in POLNET, the first job network to be launched in January 2016. Moves by job network for the other networks are available upon request.

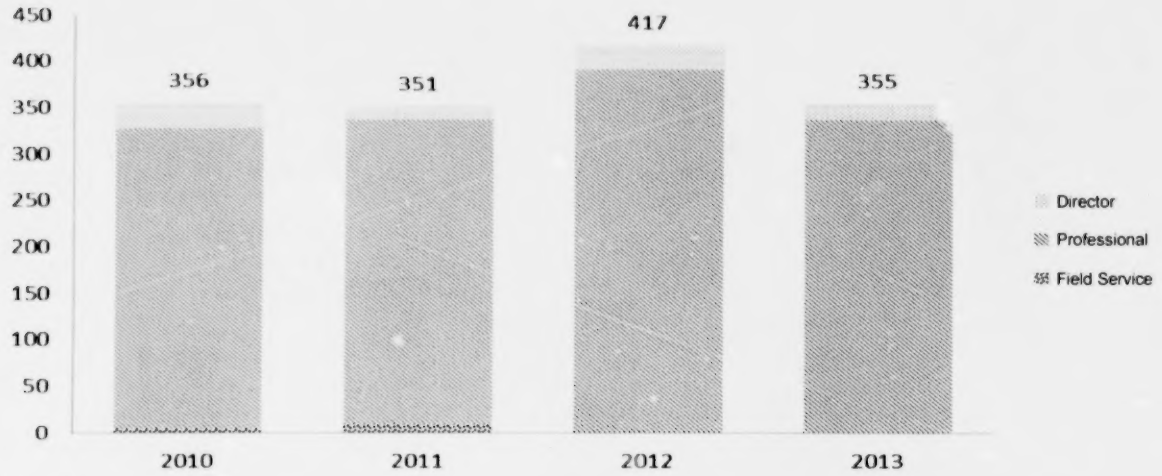
Figure II

Number of duty station moves of one year or longer by Director, Professional and Field Service staff, 2009-2013[a]



[a] The 2009 figure is unusually high because changes in the security situation and/or the restructuring of field missions led to the significant relocation of staff within the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, the United Nations Mission in the Sudan, the African Union-United Nations Hybrid Operation in Darfur, the United Nations Assistance Mission for Iraq and the United Nations Mission in the Central African Republic and Chad.

Figure III
Number of duty station moves of one year or longer by Director, Professional and Field Service staff in POLNET, 2010-2013[a,b]



[a] The 2012 figure is high owing to the start-up of the United Nations Mission in South Sudan and the United Nations Support Mission in Libya.
[b] Data on duty station moves by job network are available only from 2010 onwards.

11. The duty station move data contained in the first annual report illustrated that duty station movement tended to occur within the same duty station category (A/69/190/Add.1, paras. 7-8). An analysis of the updated data shows that that trend continues: 44 per cent of the Professional, Director and Field Service staff at H duty stations who made a duty station move between 2009 and 2013 moved to another H duty station; only 9 per cent moved from an H to an E duty station.[8] In addition, 55 per cent of staff moving from an E duty station moved to another E duty station.[9] Those figures, combined with the data in table 2 on the number of staff who have been "stuck" in hardship locations for more than five years, serve to confirm the need to improve opportunities for sharing the burden of service in difficult duty stations, which is one of the main objectives of the mobility and career development framework.

[8] 11 per cent of staff at H duty stations moved to A duty stations, 16 per cent to B duty stations, 12 per cent to C duty stations and 7 per cent to D duty stations.
[9] 5 per cent of staff at E duty stations moved to H duty stations, 8 per cent to A duty stations, 11 per cent to B duty stations, 10 per cent to C duty stations and 10 per cent to D duty stations.

III. Additional data on costs and external recruitment

12. The present section includes updated data on the direct and indirect costs of moves, as well as on the number of positions open to external candidates and the number of such candidates appointed. Vacancy rates by job network are not available at this stage because position data in the Integrated Management Information System do not include job network information.

Direct and indirect costs of moves

13. As indicated in paragraph 11 of the first annual report, direct costs of mobility arise only when staff change duty stations. Such costs include recurrent costs and one-time costs. The recurrent costs include the non-removal element and the mobility allowance (for a staff member making his or her second move). The one-time costs include relocation grant, assignment grant and travel costs. The actual level of payment varies depending on such factors as the category and level of the staff member, the size of his or her family, the category and designation of the duty station to which he or she is moving, the duration of the assignment and the number of previous assignments that he or she has undertaken. It is therefore to be expected that costs will fluctuate from year to year.

14. That expenditure is recorded under common staff costs, together with expenditure associated with the recruitment of new staff, which causes difficulties in disaggregating the mobility-specific expenditure in the Secretariat's current data systems.

15. To provide information on the direct costs of duty station moves, the Secretariat has analysed duty station moves made in the calendar years 2011, 2012 and 2013 and the associated payments[10] to derive average direct costs per person per move. Information on average direct costs for 2011 and 2012 is provided in paragraphs 13 to 19 of the first annual report (A/69/190/Add.1). The present report provides additional data for 2013, when 1,313 duty station moves were made by internationally recruited staff (see para. 10 above), and a summary of the average direct costs for the period 2011-2012 and for the year 2013 (see table 3).

Recurrent costs for 2013 moves

16. The Secretariat analysed payroll data to identify recurrent cost payments made to staff members who moved in 2013. In that year, payments were made to 1,254 staff members.[11] It should be noted that, owing to the eligibility rules of the mobility allowance, which require that staff members have at least five years of prior consecutive service, some staff will not begin to receive the allowance resulting from a 2013 move until a future year.

17. The payments to those 1,254 staff members totalled $11,330,226, of which $2.1 million was paid to staff members who made a duty station move between

[10] Data for 2014-2015 are not currently available because the cost analysis depends on finalization of the duty station move data (which are based on a calendar year). The Secretariat is validating the duty station move data for 2014 and will then conduct the cost analysis for 2014. The data will not be available until the end of 2015.

[11] A total of 1,313 individual staff members account for the 1,313 duty station moves made in 2013. A total of 354 staff members moved between non-field entities and 959 staff members moved to or from a field mission.

departments, offices away from Headquarters and regional commissions (i.e. non-field entities), while $9.2 million was paid to staff members who moved to or from field missions. The average recurrent costs paid out to each staff member were $9,035.

One-time costs for 2013 moves

18. Data were also consolidated from Integrated Management Information System travel ledgers for the total one-time costs associated with duty station moves between departments, offices away from Headquarters and regional commissions (i.e. non-field entities) made in 2013. In that year, 354 staff members made a duty station move between non-field entities; one-time costs were recorded in connection with 297 of them. A total of $12,992,169 was spent in connection with one-time costs for moves in 2013. The average one-time costs incurred for each of those 297 staff were $43,745.

19. The one-time costs for duty station moves to or from field missions are captured in a different manner in the SunSystems ledgers used in the field missions. Accordingly, another process was conducted to collect the one-time costs for the moves to and from field missions. At the time of reporting, data had been gathered from 32 field missions.[12] The total one-time costs incurred in 2013 for the 640 staff members who moved to and/or from those 32 missions were $11,204,142. The average one-time costs incurred for each of those staff members were $17,506.

Direct costs summary

20. On the basis of the data provided above, the direct costs associated with duty station moves in 2013 between departments, offices away from Headquarters and regional commissions total $15.07 million[13] and the field mission[14] costs total $20.45 million.[15] Given that some staff members who moved in 2013 were not paid the mobility allowance until after that period, and that it was not possible to identify all the one-time costs for the moves to or from field missions, however, not all costs are reflected in those figures.

21. Table 3 provides a comparison of the average direct costs for 2011-2012 and 2013, showing a decrease in the average one-time costs in 2013 compared with 2011-2012. An analysis of the cost data shows that the decrease is attributable to a reduction in the amounts paid to staff members in respect of assignment grant.

[12] It should be noted that in 2013 there was movement to or from 39 field missions. In the light of the fact that some have closed and the resource constraints and time limitations, it has not proved possible to obtain the information for all 39 field missions.

[13] Regular budget, extrabudgetary and support account.

[14] Peacekeeping and special political missions.

[15] Applying the average one-time cost ($17,506) for staff moving to or from a field mission duty station to the total staff members moving to or from a field mission (959) provides an indicative estimate of total direct cost of $41.11 million at a minimum.

Table 3
Comparison of average direct costs per person per move, 2011-2012 and 2013
(United States dollars)

	2011-2012	*2013*
Average one-time cost for staff who moved across departments or offices away from Headquarters	48 870 per year	43 745
Average one-time cost for staff who moved from or to field missions	24 292 per year	17 506
Average total recurrent cost for each staff member who moved	8 964 per year	9 035

Indirect costs

22. As indicated in paragraph 20 of the first annual report, the indirect costs of administering the mobility and career development framework are related primarily to the reconfiguration of the Inspira talent management tool to accommodate the new processes for the filling of vacancies and managed mobility, as well as to the establishment of network staffing teams that will provide the full range of administrative support for the framework.

23. For the reconfiguration of Inspira, existing resources have been redeployed to allow for the recruitment of additional application developers. For the network staffing teams, existing capacity will be redeployed from current structures. More detailed information on the proposed organizational structure of the teams is provided in paragraphs 58 and 59 below.

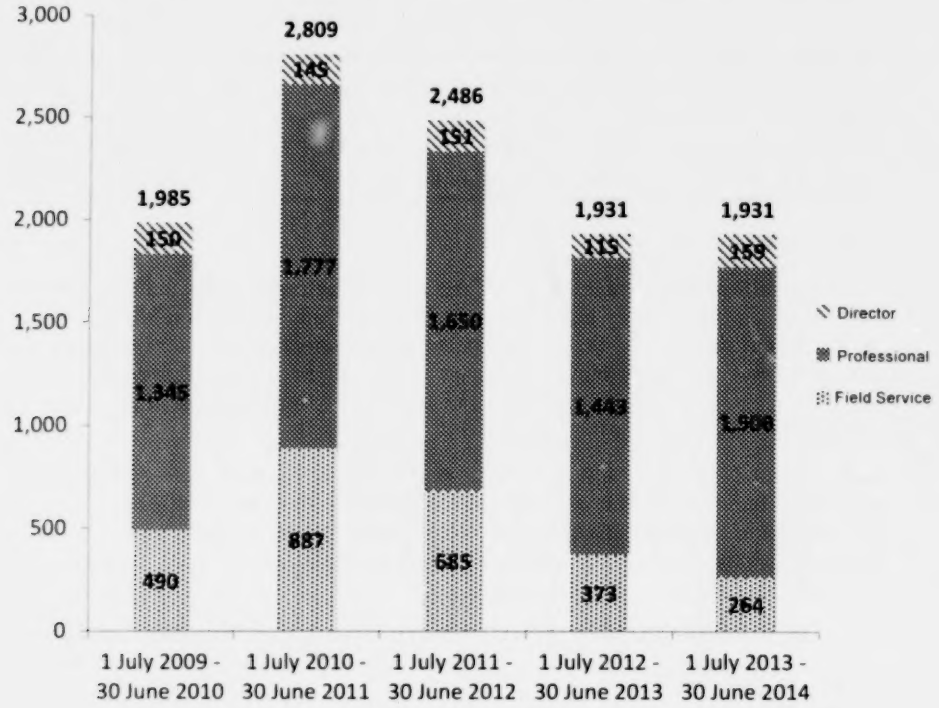
24. The mobility and career development framework may give rise to additional indirect costs in terms of the person-hours required from the members of the new staffing bodies. It is anticipated, however, that those costs will be more than offset by the time gained by hiring and programme managers, who, with the introduction of job network boards and network staffing teams, will be spending far less time on staffing-related tasks, thereby allowing them to devote more time to their substantive areas of work. No surge in additional technical or substantive training requirements is expected, given that, as is the case today, staff members will be selected for or moved laterally to only those positions for which they meet the requirements. Any new requirements relating to knowledge transfer and strengthened family support will be met from within existing capacity. Paragraphs 61 to 64 below provide further information on the latter activities.

Number of opportunities for selection

25. Figure IV provides details regarding the number of opportunities for selection available between 1 July 2009 and 30 June 2014. The overall number of opportunities available during that period was 11,142. The number of opportunities per year varied, ranging from 1,931 to 2,809.

26. Most opportunities — a total of 7,723, representing 69.3 per cent of the total number available — occurred in the Professional category, which is the largest category of staff in the mobility population. In the Field Service category, there were 2,699 opportunities, representing 24.2 per cent of the total number available. Lastly, the number of opportunities at the Director level was 720, representing 6.5 per cent of the total number available.

Figure IV
Number of opportunities for selection by staff category, 2009-2014

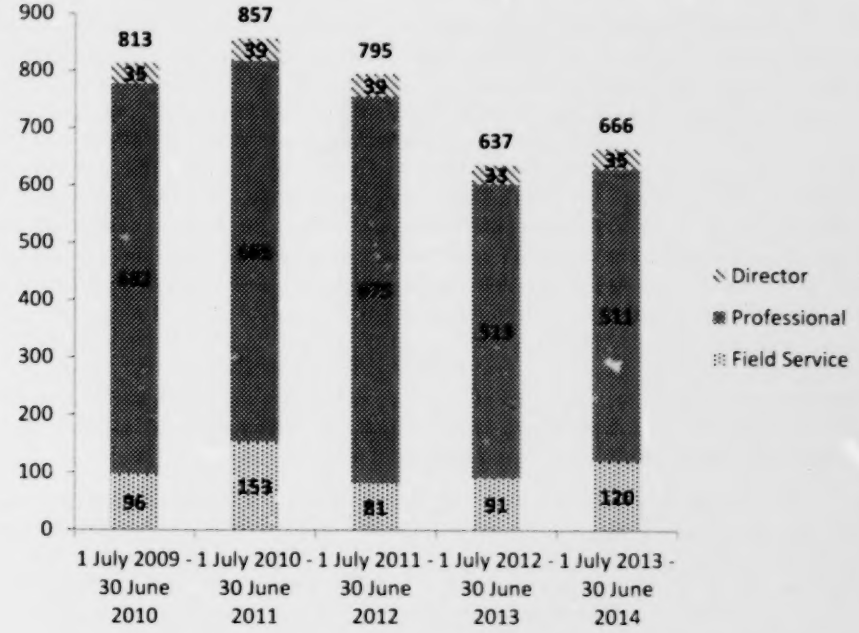


Note: Opportunities combine the number of position-specific job openings posted with the number of selections made from field rosters (i.e. situations in which no specific job opening was issued but a selection for a position at a field mission was made). Opportunities include all job openings posted, except those that were subsequently cancelled.

Number of external appointments

27. Figure V shows the number of external appointments during the period from 1 July 2009 to 30 June 2014. The overall number of external appointments was 3,768, ranging from 637 to 857 annually. The proportion of external appointments compared with the proportion of all job opportunities for selection ranged from 30 to 40 per cent. The highest number of external appointments was in the Professional category (3,046); there were 541 external appointments in the Field Service category and 181 at the Director level.

Figure V
Number of external appointments, 2009-2014



Note: External appointments are all those recorded as "initial appointments" in the Integrated Management Information System for one year or longer.

IV. Staffing process under the framework

28. The present section provides updated information on the staffing process under the mobility and career development framework. The process was outlined in some detail in the first annual report (A/69/190/Add.1, paras. 25-58); the present section highlights the refinements made during the reporting period and provides additional information on issues of interest to the General Assembly, in particular the application of the limit on the number of geographic moves and the functioning of the special constraints panel.

29. The mobility and career development framework is, in essence, a new staff selection system for the Organization. It will be introduced in a phased manner, by job network, beginning with POLNET in January 2016. All staffing activities for job networks that have not yet been launched will continue to be governed by the current staff selection system (ST/AI/2010/3, as amended and/or revised). Staffing activities for networks that have been launched will be managed through semi-annual staffing exercises consisting of two parts, as follows:

(a) Filling of vacancies: existing and anticipated vacant positions will be advertised and open to applications from internal and external candidates;

(b) Managed mobility: an internal process for the lateral movement of staff, in which serving staff members will express interest in encumbered positions. Staff

participating in the process will be those who have either reached their maximum position occupancy limit or reached their minimum position occupancy limit and choose to opt in.

30. The General Assembly requested the Secretary-General to ensure that managed mobility would not have a negative effect on mandate implementation under the peace and security, development and human rights pillars of the United Nations (see resolution 68/265, para. 9). To that end, the framework provides that vacancies arising from surge, start-up or humanitarian emergency situations may be filled using any of the existing modalities, including through the posting of temporary job openings or position-specific job openings and the selection of candidates from the semi-annual staffing exercises or, for entities authorized to recruit from rosters, from rosters of pre-cleared candidates, offering one year fixed-term contracts as required. After that period, vacancies will become a part of the semi-annual staffing exercises. The foregoing will be evaluated in 2016 and 2017 to assess effectiveness in meeting surge, start-up and humanitarian emergency recruitment requirements while also fulfilling the objectives of the framework. Moreover, to preserve the ability of missions to deliver on their mandates, heads of mission will retain the authority to laterally reassign staff within the mission area during situations of surge, start-up or humanitarian emergency.

31. The framework will be supported by Inspira. The existing recruitment module in Inspira is being reconfigured to accommodate the new roles and workflows for the management of job openings for vacant positions, and an entirely new module is being developed to manage the process of moving staff members laterally under managed mobility. A more streamlined approach for the evaluation of applicants' eligibility and suitability will also be introduced.

Filling of vacancies

32. Paragraphs 27 to 31 and figure V of the first annual report outline the process for the filling of vacant positions under the framework. During the reporting period, a new staffing timeline has been developed and some elements of the process have been further refined.

33. With regard to the staffing timeline, it is anticipated that it will take in the region of 180 calendar days, from the initiation of a job opening to the date of selection and including the 60-day advertisement period, to fill vacant positions under the framework. This represents a substantial improvement over the 2013 average of 273 calendar days (213 calendar days for the steps in the timeline, as indicated in A/69/190, table 3, plus the 60-day advertisement period).[16] As noted in the previous overview report of the Secretary-General on human resources management, analysis using the human resources management scorecard has revealed that one of the steps causing delays in the recruitment process is the evaluation and recommendation of candidates. With the number of applicants on the rise, hiring managers are now spending a significant period manually reviewing all eligible applicants, up to 800 for some job families, conducting interviews and, where applicable, administering and

[16] The figures for 2013 represent a global average of the time taken to fill vacant positions across the Secretariat. It should be noted, however, that vacancies in peacekeeping operations and special political missions can be filled more swiftly because, under the current staff selection system, they are usually advertised for 30 days or, exceptionally, 15 days to meet immediate operational requirements.

marking written tests. Inconsistencies in the basis for job openings, including generic job profiles and job descriptions, as well as inconsistent screening questions, are also cited as inconsistencies as reasons for delays in the processing of job openings in Inspira (ibid., paras. 39 and 44).

34. The process for the filling of vacancies under the mobility and career development framework is intended to resolve those issues by:

(a) Conferring responsibility for evaluating and recommending applicants to dedicated network staffing teams and job network boards, respectively, thereby improving the efficiency and timeliness of the process through economies of scale;

(b) Increasing the proportion of job openings created using generic and/or standardized job descriptions;

(c) Facilitating the evaluation of suitability and eligibility by replacing the current screening questions used at the application stage with more detailed screening questionnaires consisting of both closed and open-ended questions that will allow applicants to explain how they gained or applied a given skill or body of knowledge.

35. In addition, as indicated in paragraph 29 of the first annual report of the Secretary-General on mobility, the process for the filling of vacancies under the framework will include a new, centralized assessment process, which will allow the Organization to standardize and professionalize a process that, until now, has been managed by individual hiring managers and resulted in inconsistent practices, unequal standards and inefficiencies. The new process will consist of a written assessment and an interview. The written assessment portion will be standardized for particular job profiles and, depending on the level of the position, may comprise an automated portion and an essay-type portion. Candidates who pass the written assessment may be invited to an interview aimed at assessing how they meet the requirements of a particular position. The interview process will be coordinated by the network staffing teams.

36. The above-mentioned innovations and refinements are expected to reduce the time taken to evaluate and recommend candidates from the current average of 134 days to around 55 days. The economies of scale and efficiencies created by the advertisement of vacancies in batches, rather than individually, and the centrally managed recruitment process should also allow for reductions in the time taken to complete other steps in the current staffing timeline, including endorsement by a central review body, which should take 7 days under the framework, compared with 16 in 2013.

37. To fully reap the benefits of the streamlined recruitment process under the framework and to make further progress towards achieving the 120-day target for recruitment set by the General Assembly, it is proposed that the advertising time for vacancies posted as part of the semi-annual staffing exercises be reduced from 60 to 30 days. That would mean that it would take around 150 days, including the 30-day advertising time, to fill vacancies under the framework. In the view of the Secretary-General, given that the posting cycle for vacancies in a given job network will be predictable and regular, potential applicants will not be disadvantaged by the reduction in the advertising time because they will know ahead of time when positions of interest to them will be posted and when assessments will be given and can therefore plan their application process in advance. The dates of upcoming

semi-annual staffing exercises will be communicated to potential applicants as part of outreach efforts and clearly indicated on the United Nations careers portal. The advertising time for vacancies in job networks not yet launched under the framework will remain at 60 days.

38. The new process for the filling of vacancies will continue to ensure that internal and external applicants are given equal consideration. Equal treatment will be assured throughout the various stages of the recruitment process, including the application, screening, assessment and interview stages, as well as during the recommendation of suitable candidates. In particular, the predictable and regular nature of the semi-annual staffing exercise is expected to provide all applicants with equal opportunities to compete for positions because they will know ahead of time when job openings will be advertised and when assessments will be given. The centralized assessment process will also guarantee that all applicants for similar job profiles will be evaluated in a standardized manner. In addition, because selection recommendations will be made by boards rather than by individual hiring managers, the needs of the Organization as a whole, and not just those of the department or office in question, will now also be taken into consideration.

39. A global central review board (formerly the "global central review body") and a senior review board will be responsible for confirming that the integrity of the process of identifying suitable candidates to fill vacancies under the staffing system was upheld, that the candidates were evaluated on the basis of the pre-approved evaluation criteria specified in the job opening and that the applicable procedures were followed.

Managed mobility

40. Paragraphs 32 to 34 and figure VI of the first annual report outline the process for managed mobility (i.e. lateral moves of serving staff among encumbered positions). The following paragraphs provide more detailed information on various aspects of managed mobility, including the application process and the criteria for matching staff members in the compendium to available positions, as well as a description of the process for the submission and review of special constraints requests.

41. As indicated above, managed mobility will apply to eligible staff members in job networks that have gone live who have reached or exceeded their maximum position occupancy limit[17] and to staff members who have reached their minimum position occupancy limit[18] and who choose to opt in. The former will be automatically included in the compendium of available positions, except during the first year of implementation of each job network when participation in managed mobility will be on an opt-in only basis.

42. Staff members who have been automatically included in the compendium or have opted in will review the positions available at their grade and express interest in those for which they consider themselves suitable, ranking the positions that they have selected in order of preference. Staff members will be able to express interest

[17] The maximum position occupancy limit is seven years for staff serving at H and A duty stations, four years at B and C duty stations and three years at D and E duty stations.

[18] The minimum position occupancy limit is one year for staff serving at D and E duty stations and two years for staff serving elsewhere.

in a minimum of three positions in the compendium and must select one position at a duty station other than their current duty station (provided that the compendium includes such a position). The application package will also include a personal history profile and a self-assessment careers form, the purpose of which is two-fold: first, to encourage staff members to reflect on their career aspirations, in particular their desire to make a geographic move; and second, to provide the job network boards with additional information on staff members' motivations and goals that can be used to inform lateral move recommendations. In addition, staff members will be required to attach their two most recent performance appraisals to their application and may have to answer screening questions.

43. As previously noted, because applicants will be serving staff members who have already gone through a review body process, it will not be necessary to conduct assessments as part of the managed mobility exercise (see A/69/190/Add.1, para. 34). All applicants will, however, be subject to a robust eligibility and suitability evaluation, which will be carried out by subject matter experts embedded in the network staffing teams (see para. 58 below). A list of suitable candidates for each of the positions in the compendium will then be transmitted to the managers of the positions, who will have the opportunity to provide their input on how the candidates meet the requirements set out in the job profiles.

44. Subsequently, on the basis of the preferences expressed by staff members and the input of managers, the network staffing teams will draw up a list of preliminary matches for each position in the compendium and submit the list to the associated job network boards, for positions in the Professional and Field Service categories, or the senior review board, for Director-level positions. The boards will review the preliminary matches and, guided by the strategic needs of the particular network and the relevant organizational priorities,[19] as well as staff members' previous mobility records and, where applicable, their career aspirations, will make preliminary lateral move recommendations.

45. At that stage in the process, staff members who have been recommended to move to a position in which they did not express an interest will be contacted to ascertain their ability to take up the position in question. Those who feel that they are unable to move may then submit a request to the special constraints panel. The various categories of special constraints request and the procedures for submission are as follows:

(a) Medical reasons: staff members who have been recommended to move to a position for which they did not apply and which requires a geographic move will be required to submit directly to the Medical Services Division objective medical evidence and documentation, either for themselves or for their recognized dependants, detailing the medical condition and the level and kind of medical care required to treat it. The Division will review requests on a case-by-case basis and provide its findings to the special constraints panel, indicating whether a staff

[19] The organizational priorities are as follows:

(a) Moving staff members in non-family duty stations to family duty stations;

(b) Moving staff members between duty stations to satisfy career development requirements;

(c) Moving applicants among departments or offices at the same duty station;

(d) Giving due regard to gender, geographical status, representation of troop- and police-contributing countries and the additional factors contained in ST/AI/2010/3, paragraph 9.3 (A/68/358, para. 24).

member is medically cleared for the location and role, not cleared or cleared subject to medical restrictions or accommodations. For medical reasons relating to recognized dependants, the Division will provide the panel with advice as to the implications of a move for the dependant's medical condition. The findings of the Division will be guided by the availability of medical facilities at the duty station to which the staff member is to be moved;

(b) Compelling personal circumstances: staff members who have been recommended to move to a position for which they did not apply and which requires a geographic move will be required to provide sufficient proof that supports their assertion that a change in duty station would create undue hardship. In some cases, such proof could include legal documentation issued by a competent authority demonstrating the staff member's legal obligation and how a move by the staff member would violate his or her legal obligation under the laws of his or her current duty station;

(c) Matters in the interest of the Organization: the request must be submitted jointly by a manager and a staff member and endorsed by the head of department or office. The request should include a reasoned and documented account of how a change in position of the staff member would have an adverse impact on the successful implementation of a project. In addition, the request should indicate what steps have been taken by the department or office to develop the capacity necessary to take over from the staff member should he or she eventually be moved.

46. The findings of the special constraints panel will be taken into consideration by the job network boards and the senior review board when making their final lateral move recommendations to the Assistant Secretary-General for Human Resources Management or the Secretary-General, respectively.

Workforce planning approach under the framework

47. To ensure that the recommendations for selection and lateral movement made by the job network boards and the senior review board meet the strategic needs of the relevant job network and satisfy the human resources and other priorities set by the Organization as a whole, a workforce planning approach is being developed that is specifically tailored to the framework. The network staffing teams will be supported by a dedicated workforce planning component, which will work in close cooperation with departments and offices. Workforce planning activities will address both the immediate situation in a given job network during a vacancy or managed mobility exercise and the forecasted future situation. The future forecast is critical because it will allow for a better understanding of the projected mobility population of a job network in forthcoming semi-annual staffing exercises.

48. The workforce planning approach will focus on talent demand and supply, as well as on gap analysis. It will consider the various aspects of demand planning within a particular job network by identifying the skills, knowledge and abilities needed for particular roles at a particular point in time. A gap analysis will then be undertaken to identify and monitor trends that may influence selection and lateral move decisions. The analysis will be used to better target outreach (for external applicants to fill vacancies) and in reach (for internal staff members to fill vacancies and to participate in managed mobility) activities. It will also be used to make decisions about the types of training, learning and development tools that may be required to help to prepare staff to move to new roles. Lastly, in job networks in

which particular profiles prove difficult to find, the analysis will allow the Organization to make more informed decisions about the possible use of non-staff resources.

49. The workforce planning data analysis, along with performance indicators relating to the organizational priorities (see footnote 19 above) captured through the scorecard and any other relevant information on human resources issues, will be submitted to the job network boards and the senior review board and will facilitate and guide their deliberations on selections for vacant positions and lateral movements under managed mobility. At the beginning of each semi-annual staffing exercise, the boards will meet to take stock of progress made and recommend any necessary adjustments.

Limit on the number of geographic moves

50. In paragraph 8 of its resolution 68/265, the General Assembly decided that the number of geographic moves for the job networks in 2016 and 2017 must be no greater than the average number of geographic moves in those networks in 2014 and 2015. To implement the Assembly's decision, it will first be necessary to calculate the number of geographic moves for 2014 in POLNET, which will go live in 2016. For the purposes of this calculation, it is understood that the number of geographic moves will be equal to the number of duty station moves of a year or longer that entail a change of country. As indicated in paragraph 10 above, data on the number of duty station moves for 2014 will not be available until November 2015. It should be noted that geographic moves can be made either by being selected for a vacancy (excluding initial appointments) or by being moved to another position under managed mobility.

51. Once the geographic move "envelope" for POLNET for 2016 has been established, it will be split into two "sub-envelopes", one for each semi-annual exercise, to ensure that the opportunity to make a geographic move will be equally available to staff participating in each exercise. It is anticipated that the size of the sub-envelope for each exercise will be proportional to the projected maximum number of geographic moves that could be made during the exercise. It should be possible to estimate the maximum number of geographic moves that could result from selections and lateral movements during a given cycle once the vacancy and managed mobility compendiums for a given exercise have been published. If that number is less than the sub-envelope for that cycle, no further action will be needed. If, however, the number is greater than the sub-envelope, the relevant job network board and the senior review board will be informed that their selection and lateral move recommendations may not exceed the level of the sub-envelope. The boards will then accord priority to those geographic moves that contribute to sharing the burden and to the attainment of the organizational and human resources priorities agreed upon at the beginning of the cycle. Due regard will also be given to recommending moves that contribute to improving vacancy rates in particular locations.

V. Roles and functions of the new staffing bodies and structures under the framework

52. The new staffing system will allow for a more structured approach to the strategic deployment of staff members through a centralized administrative and decision-making process. The roles and functions of the new staffing bodies and structures involved in that process, and in particular the relevant terms of reference, are set out in paragraphs 36 to 57 of the first annual report (A/69/190/Add.1). The present section is focused on refinements to the terms of reference made during the reporting period and also includes information on accountability and reporting lines, as well as an indicative organizational structure for the POLNET network staffing team. No additional information on the global central review board is provided, given that the terms of reference set out in paragraphs 56 and 57 of the first annual report remain unchanged.

Job network boards and senior review board

53. The job network boards and the senior review board are standing advisory bodies responsible for making selection and lateral move recommendations concerning positions in the Professional and Field Service categories and at the Director level, respectively. Each job network will have one job network board, composed of members at the P-5 level or higher from the various departments and offices that make up the job network. Each board will also include a focal point for women from a department covered by the job network, in an ex officio and non-voting capacity; a representative of staff designated by the staff unions of the Secretariat, in an observer capacity; and a senior human resources representative, in an ex officio and non-voting capacity. The size of the boards will vary depending on the number of staff in the associated job network. There will be a single senior review board covering all job networks, composed of a Chair and 18 members at the D-2, Assistant Secretary-General and Under-Secretary-General levels. The boards are expected to meet, virtually or in person, at least twice during each semi-annual staffing exercise for up to five working days per session.

54. When making their recommendations, the boards will play a strategic role in ensuring the consistent application of organizational and other human resources management priorities, including gender, geographic representation targets and the representation status of troop- and police-contributing countries, and will also give due regard to other workforce planning considerations. To that end, they will be provided with a package of relevant information on which to base their deliberations, including but not necessarily limited to staff members' mobility records, information on career aspirations (for the managed mobility exercise) and an analysis of relevant scorecard indicators (see also paras. 47-49 above).

55. To ensure accountability in the application of the new staffing system, the members of a job network board will be accountable to the Assistant Secretary-General for Human Resources Management for the manner in which recommendations for selections to fill vacancies and for the movement of staff members under managed mobility are made, taking account of the strategic staffing needs of a department or office and the human resources and organizational priorities, including with regard to geography, gender and burden-sharing. The senior review board will be accountable directly to the Secretary-General.

Special constraints panel

56. A special constraints panel will be established to review requests of staff members in the Professional and higher categories, up to and including the D-2 level, and in the Field Service category who are unable to accept a proposed move to a position in which they did not express interest (see paras. 45 and 46 above). It will be composed of a member from each job network, sitting in his or her individual capacity; a legal official and a human resources official from the Office of Human Resources Management, both in an ex officio capacity; and a staff representative designated by the staff unions of the Secretariat, in an observer capacity. The panel is expected to meet, either virtually or in person, once during each semi-annual staffing exercise for up to five working days.

57. To streamline and expedite the process of making lateral move recommendations under managed mobility, the panel will provide its findings directly to the job network boards and the senior review board, as appropriate, rather than first submitting them to the Assistant Secretary-General for Human Resources Management for approval, as originally envisaged. The panel will be accountable to the Assistant Secretary-General for ensuring that its findings uphold the Organization's duty of care to its staff as it relates to the matters set out in the requests submitted to it.

Network staffing teams

58. Under the framework, all substantive administrative support for the semi-annual staffing exercises will be centralized and provided by dedicated full-time network staffing teams embedded in the Office of Human Resources Management and reporting to the Director of the Strategic Planning and Staffing Division. They will be composed of network staffing officers in the Professional category, some with expertise in staffing and some with direct experience with the substantive work of the associated job network ("subject matter experts"). The latter will take the lead in assessing the eligibility and suitability of applicants for job openings and managed mobility, liaising where necessary with the relevant departments, offices and field missions. The teams will also include the requisite number of support staff in the General Service category.

59. As indicated in paragraph 23 above, the teams will be formed by redeploying existing resources. Their size will vary based on the size of the mobility population of the associated job network. The first team to be established will support POLNET. As part of the preparations for the implementation of the framework, the Office of Human Resources Management conducted a workload analysis of current human resources capacity across the global Secretariat. On the basis of the data collected, it is estimated that 26 positions will be required for the POLNET team. The proposed organizational structure for the team is set out in annex II to the present report. The Office is currently consulting the departments, offices and field missions with positions in POLNET to define the roles, responsibilities and profiles of the various team members and to identify existing resources that they could make available.

VI. Enabling factors to support mobility

Transitional measures

60. Information on the transitional measures agreed upon by the Staff-Management Committee to assist serving staff in making the transition from the current staff selection system to the mobility and career development framework is contained in paragraphs 61 and 62 of the first annual report (A/69/190/Add.1). During the reporting period, those measures have been further refined as follows:

(a) The provisions of the current staff selection system (ST/AI/2010/3, as amended and/or revised) will continue to apply to the selection of candidates to fill vacant positions in the job networks that have not yet become operational and also to job openings in the job networks that have become operational that were advertised before the effective date of the transition of the job network into the new staffing system;

(b) The eligibility requirements for promotions in the Professional and higher categories, up to and including the P-5 level, defined in the current staff selection system (ST/AI/2010/3, as amended and/or revised) will continue to apply until 31 December 2020 to staff members who joined the Organization on or before 30 April 2014. As from 1 January 2021, all staff members will be required to satisfy the geographical move requirement for promotion to the P-5 level;

(c) Currently rostered candidates will retain their roster status for seven years from the first day of the month in which their job network becomes operational under the framework. Unless decided otherwise, future rosters will be valid for a maximum of seven years.

Enhanced support for staff and families moving geographically

61. As requested by the General Assembly in paragraph 15 of its resolution 68/265, the Secretary-General continues to explore ways of assisting the spouses and children of staff members in resolving issues arising from mobility requirements. The Office of Human Resources Management has invested considerable effort in developing tools to support staff members and their families when integrating into new duty stations and positions. In April 2015, comprehensive duty station and mission guides were made available to all staff through the online human resources portal. The guides contain information on the full range of topics of interest to staff members and their families as they consider other duty stations or prepare for a move, making the relocation process easier and more predictable. In addition, a relocation checklist has been placed on the portal, providing a step-by-step guide to the actions that staff and their families need to take as they relocate.

62. The Office of Human Resources Management is also finalizing a spousal employment guide containing information on available opportunities and on the rules governing spousal employment at duty stations. The Office has also recently launched a buddy system, a voluntary support mechanism through which the receiving office connects the incoming staff member and his or her family with a staff member who knows the duty station well and can assist informally with questions and issues relating to relocation.

Training and knowledge management

63. The Office of Human Resources Management has launched a global induction platform, an advanced online tool that provides a standardized yet tailored induction programme for each new or existing staff member undertaking a geographic or functional move. The platform ensures that all staff members receive a consistent and high-quality induction with standardized training materials and also provides a uniform organizational message. In addition, the Office has created templates for handover and end-of-assignment reports to ensure that knowledge is transferred routinely and consistently. The templates will be made available to relevant staff members as part of their exit procedure.

64. The Office of Human Resources Management has also developed various tools to address concerns that the more frequent movement of staff among positions will lead to a loss of institutional memory and disrupt business continuity. For example, a career area, housed on the human resources portal, points staff members to the full range of learning and career support services available. The pages include sections on career paths in the Organization, career development opportunities and relocation advice. As each job network goes live, the pages will be enhanced with additional information on specific learning activities for various positions, allowing staff members to identify with even greater accuracy the types of training and learning that they should undertake to support their career aspirations.

VII. Implementation of the framework

65. As agreed by the General Assembly, the framework will be implemented in a phased manner by job network, with one network going live in 2016, a second network going live in 2017 and two networks going live each year thereafter. As previously indicated, POLNET will be the first to launch, in 2016, followed by the other eight networks in a sequence to be determined.

66. During the reporting period, the detailed workflows for the new staffing processes under the framework were finalized, the requisite policy documents (Secretary-General's bulletins and a new administrative instruction on the staff selection system) drafted and sent for consultation in accordance with established procedures and the design phase for the reconfiguration of Inspira completed. The core POLNET network staffing team, the POLNET job network board, the senior review board and the special constraints panel will be established in the last quarter of 2015. The first managed mobility exercise for POLNET staff will begin in January 2016, while the first job openings exercise for the network will begin in April 2016 with the publication of the vacancy compendium. Staff are expected to move or be onboarded in August 2016 and October 2016, respectively. It has been decided to stagger the two parts of the first semi-annual staffing exercise to spread out the workload and facilitate a smooth transition to the new framework. Both parts of the second semi-annual staffing exercise are expected to begin in July 2016.

67. Throughout the reporting period, the global steering committee referred to in paragraph 69 of the first annual report, the working-level technical advisory group and a dedicated working group of the Staff-Management Committee on mobility have been meeting regularly to provide oversight and/or feedback on all aspects of the framework and its implementation. The mechanisms bring together representatives of Headquarters, field missions, regional commissions and offices

away from Headquarters, thereby ensuring that the diverse needs of the global Secretariat are taken into account.

VIII. Action to be taken by the General Assembly

68. **The General Assembly is requested to take note of the present report and to approve the proposal, outlined in paragraph 37 above, to reduce from 60 to 30 days the advertising time for vacancies under the mobility and career development framework.**

Annex I

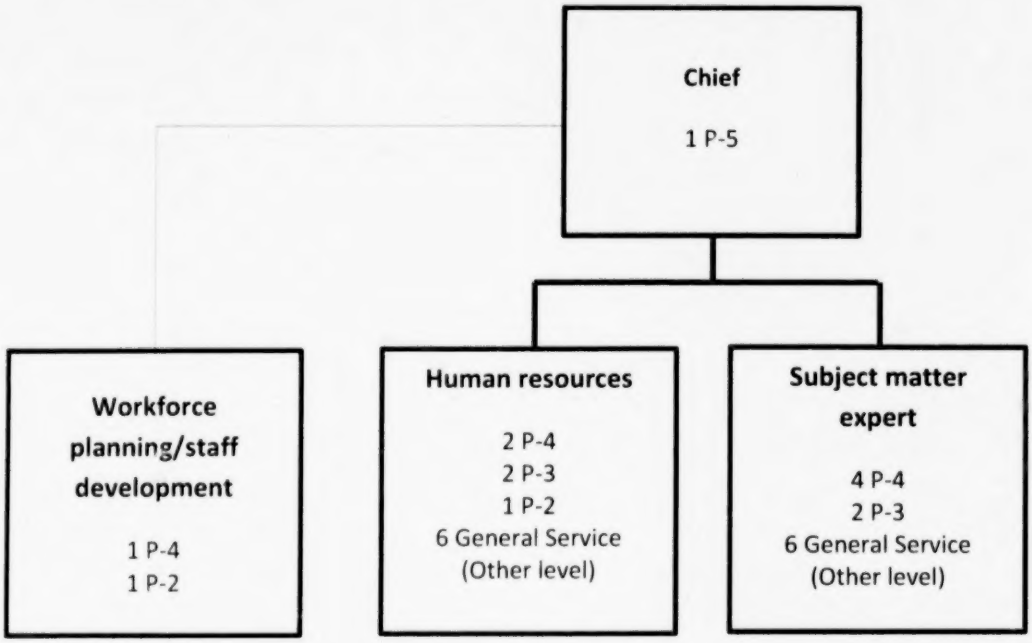
New job network configuration

DEVNET	INFONET	ITECNET	LEGALNET	LOGNET	MAGNET	POLNET	SAFETYNET	SCINET
• Drug control and crime prevention • Economic affairs • Environmental affairs • Programme management • Population affairs • Public administration • Social affairs • Statistics • Sustainable development	• Conference services • Documentation and information management • Language • Protocol • Public information	• Media technology • Telecommunication technology • Information management systems and technology	• Jurists • Legal affairs	• Engineering • Facilities management • Human settlements • Logistics and supply chain • Property and asset management • Transportation	• Administration • Audit • Ethics • Inspection and evaluation • Investigation • Finance • Human resources • Investment management • Management and analysis • Ombudsman • Procurement	• Civil affairs • Electoral affairs • Human rights affairs • Humanitarian affairs • Political affairs • Rule of law • Security institutions	• Security • Safety	• Medical • Natural and life sciences
9	5	3	2	6	11	7	2	2

Abbreviations: DEVNET, economic, social, and development network; INFONET, public information and conference management network; ITECNET, information and communications network; LEGALNET, legal network; LOGNET, logistics, transportation and supply chain network; MAGNET, management and operations support network; POLNET, political, peace and security network; SAFENET, safety and security network; SCINET, science network.

Annex II

Organizational structure for the network staffing team for POLNET



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Promotion and protection of human rights: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms

Effective promotion of the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 68/172, in which the Assembly requested the Secretary-General to submit to it at its seventieth session a report on the implementation of the resolution, including information on activities undertaken by Member States, the Office of the United Nations High Commissioner for Human Rights, the Independent Expert on minority issues, relevant United Nations entities and other relevant stakeholders to enhance the implementation of the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities and to ensure the realization of the rights of persons belonging to national or ethnic, religious and linguistic minorities.

Since the previous report (A/68/304), which included information on the commemorative activities in 2012 to mark the twentieth anniversary of the adoption of the Declaration, various initiatives have been undertaken, including by the United Nations network on racial discrimination and protection of minorities. The present report outlines activities conducted with a view to increasing the visibility of the Declaration and promoting its implementation to advance the rights of persons belonging to national or ethnic, religious and linguistic minorities.

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I. Introduction

1. Pursuant to General Assembly resolution 68/172, the present report summarizes information on the implementation of the resolution and gives an overview of relevant activities undertaken to ensure the realization of the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities.

2. In the Declaration, adopted on 18 December 1992, the General Assembly considered that the promotion and protection of the rights of persons belonging to national or ethnic, religious and linguistic minorities contributed to the political and social stability of States in which they lived. States and other stakeholders are guided by the Declaration on measures to take to guarantee minority rights with a view to realizing the principles laid down in the Charter of the United Nations and international and regional human rights instruments, including the International Covenant on Civil and Political Rights, in particular article 27 of the Covenant.

3. The provisions of the Declaration detail both the rights of persons belonging to minorities and the obligations of the State with respect to those rights. In doing so, the Declaration builds on various other human rights standards, including legally binding treaties. For example, recognizing that minorities are often at risk of being the targets of violence, article 1 of the Declaration stipulates that States should protect the existence of minorities. The article builds on the provisions of the Convention on the Prevention and Punishment of the Crime of Genocide of 1948, which define genocide as "acts committed with intent to destroy, in whole or in part, a national, ethnical, racial or religious group". The preamble of the Declaration also refers to the Convention. The former Working Group on Minorities of the Sub-Commission on Prevention of Discrimination and Protection of Minorities, in its commentary on the Declaration (E/CN.4/Sub.2/AC.5/2005/2), underlined the interlinkages between the Declaration and the Convention, but also noted that the protection of the existence of minorities went beyond the duty not to destroy or deliberately weaken minority groups and that it required respect for and protection of their religious and cultural heritage, essential to their group identity, including buildings and sites such as libraries, churches, mosques, temples and synagogues. The protection of existence and other guarantees in the Declaration are underpinned by the principle of non-discrimination; article 4 of the Declaration stipulates that States should take measures where required to ensure that persons belonging to minorities may exercise fully and effectively all their human rights and fundamental freedoms without any discrimination and in full equality before the law. In reality, discrimination on the grounds of, inter alia, ethnicity, race, religion and language remains a major hurdle to real respect of minority rights and often results in exclusion. Article 2 provides for the right of persons belonging to minorities to participate effectively in various aspects of life. Respect for the right to effective participation is key to protecting minority rights and to ensuring the fulfilment of many other fundamental human rights.

4. Under international law, States bear the primary responsibility for upholding minority rights and ensuring that persons belonging to minorities enjoy all human rights on an equal basis with others. Regrettably, contrary to the principles identified above, discriminatory laws and practices continued to be in effect in many countries throughout the reporting period, sometimes leading to massive violations of human rights, including violence that threatened the very existence of some

minority communities, large-scale displacement, expulsion and other grave human rights violations.

5. The United Nations has repeatedly emphasized the importance of a culture of prevention and response and is committed to supporting such efforts and exposing gaps. As stated by the Deputy Secretary-General at the opening of the seventh session of the Forum on Minority Issues, held in November 2014, minority rights are a vital component of the three pillars of the United Nations, namely, peace and security, human rights and development. They require the systematic and coordinated engagement of every part of the United Nations system. That interdependence is at the heart of the Secretary-General's Human Rights Up Front initiative, which calls for a system-wide effort to prevent and respond to serious violations of international human rights and humanitarian law.

II. Selected activities conducted by the Office of the United Nations High Commissioner for Human Rights

6. The Office of the United Nations High Commissioner for Human Rights (OHCHR) has pursued a range of activities aimed at increasing the understanding of stakeholders of how to promote and protect minority rights, including through the identification of good practices. Its continuous advocacy for enhanced respect for minority rights has helped to strengthen the capacity of both State and civil society representatives at the country level, although significant gaps remain.

A. Strengthening advocacy and developing capacity

7. In order to advance minority rights generally, including protecting the existence of minorities and combating exclusion, cooperation between international, regional and national actors is crucial. In that regard, the participation of minorities at all the stages of implementation of programmes to benefit them is critical.

8. The annual OHCHR Minorities Fellowship Programme seeks to inform persons belonging to minorities about the United Nations human rights system, so that they can use international instruments and mechanisms more effectively to protect the human rights of members of their own communities. At the same time, the Fellowship Programme provides the opportunity for the exchange of ideas and the sharing of experiences among participants in the programme.

9. In 2013, the Minorities Fellowship Programme, which was held from 29 October to 30 November, comprised two linguistic components (Arabic and English), with participants coming from Canada, Colombia, Egypt, Ethiopia, India, Iraq, Latvia, Libya, Nepal, Nigeria, the Sudan and the Syrian Arab Republic.

10. The 2014 Fellowship Programme, held from 27 October to 28 November, additionally had a Russian language component and a training module on project design, effective fundraising for human rights and the documenting of human rights violations to make it more operational. Fellows came from Egypt, Estonia, Georgia, Iraq, Kyrgyzstan, Lithuania, Mauritania, Nepal, Nicaragua, Pakistan, the Syrian Arab Republic and Yemen.

11. Through the Senior Minority Fellowship Programme, a minority advocate from Lithuania was brought to Geneva to work within the Indigenous Peoples and Minorities Section of OHCHR in order to gain specialized knowledge that she could later use to benefit her community. In parallel, as part of the National Minority Fellowship Programme, two minority fellows were offered further training opportunities by OHCHR in Colombia and Nigeria.

12. On 8 April 2014, on the occasion of International Roma Day, OHCHR organized an expert panel discussion on the theme "Exposed and excluded: addressing forced eviction and the housing rights of Roma". Discussions highlighted that the forced evictions of Roma from their homes, the destruction of their property and the deportations they faced amounted to violations of the right to adequate housing as a component of the right to an adequate standard of living and led directly and indirectly to violations of a range of other civil, political, economic, social and cultural rights.

13. The event raised the profile and visibility of International Roma Day and allowed for the sharing of experiences. Advocates for the rights of Roma explored key challenges and highlighted the risks faced by Romani women and children, who are particularly vulnerable to tenure insecurity and to being subject to human rights violations after forced eviction. Participants highlighted intersecting forms of discrimination faced by Romani women and stressed that stigmatization, marginalization and sexual violence increased as a result of evictions. They pointed out that ensuring women's security of tenure was crucial regardless of age, marital, civil or social status, and of their relationships with male household or community members. The experts also identified good practices in preventing forced evictions.

B. Regional and country engagement: selected areas of focus

14. During the reporting period, the United Nations High Commissioner for Human Rights spoke out against a range of human rights violations targeting minorities and urged States and international actors to address them at an early stage. For example, at the Security Council open debate in March 2015 on the victims of attacks and abuses on ethnic or religious grounds in the Middle East, the High Commissioner stressed that the attention granted by the international community to the human rights of minorities was too often both partial and sporadic, and that the rights of minorities were often highlighted only after the outbreak of extreme violence, even though that eruption was virtually always preceded by years of exclusion.

15. Such statements were often linked with the corresponding work of OHCHR. For example, the High Commissioner called upon Myanmar to enhance its legislation and policies to protect the Rohingyas and other minorities. The message was reinforced by advocacy efforts by OHCHR with legislative and executive authorities, contributing towards an increased understanding within the Government and parliament in Myanmar regarding the need to adopt legislation in compliance with international standards. In collaboration with the United Nations country team, OHCHR supported technical analysis and developed advocacy strategies on four proposed bills relating to religious conversion, interfaith marriage, monogamy and population.

16. The High Commissioner also urged European countries to take a firmer line on racism against marginalized minorities such as Roma. Extensive work was also undertaken to advance the human rights of Roma by the OHCHR Regional Office for Europe in Brussels and other field presences in Europe. Efforts to improve the protection of the right of Roma to housing included the development of criteria for the evaluation of locations for social housing for Roma in Belgrade, where OHCHR assisted with the development of a methodology for community consultations. OHCHR also issued a fact sheet focusing on the housing rights of Roma. In the Republic of Moldova, OHCHR and the Prime Minister's adviser on Roma community issues carried out seminars within the framework of the Government bureau on inter-ethnic relations to resolve matters regarding the segregated education of Romani children in several municipalities. OHCHR also helped to develop the capacity of the bureau and non-governmental organizations to monitor and report on minority rights issues in the Republic of Moldova, in particular in the field of education, and together with the United Nations country team, the United Nations Entity for Gender Equality and the Empowerment of Women and the United Nations Development Programme it sought to empower Romani women and girls by supporting the establishment of a civil society network of Romani women and girls.

17. Violations of the rights of religious minorities in the Middle East and other regions were a major issue of concern for the United Nations. OHCHR and other United Nations entities pursued a range of work in this area. The protection of religious minorities was addressed at the dialogue on the role of the United Nations in preventing and addressing violence and atrocity crimes against minorities, which was organized by OHCHR in November 2014 before the seventh annual session of the Forum on Minority Issues. Moreover, in 2014, OHCHR issued a fact sheet on the inclusion of religious minorities in consultative and decision-making bodies, which was distributed to civil society and State authorities during consultations and other events with a view to raising awareness on what could be done to improve inclusion of religious minorities. OHCHR also carried out a range of work in specific countries and regions on religious minorities. For example, it organized a conference in Tbilisi on the freedom of religion or belief with the European Centre for Minority Issues and the embassy of the Netherlands.

18. In a number of countries, OHCHR carried out detailed research on key themes of minority rights, which resulted in concrete recommendations on strengthening legislation, policies and practices and formed the basis for its future work at the regional level on the protection of minority rights. Cases in point were the studies conducted by the OHCHR Regional Office for Central Asia on minorities and the media in Kazakhstan, the participation of minorities in public life in Kyrgyzstan and access by minorities to education in Tajikistan. Fact sheets containing the main findings and recommendations of the studies were issued in English, Kyrgyz, Russian, Ukrainian and Uzbek to make them accessible to a broad audience and to strengthen advocacy at the regional level. The participation of minorities in public and political life, language rights and education were among the main themes discussed by State authorities, civil society and national human rights institutions at national consultations on the universal periodic review, supported by OHCHR, in Kyrgyzstan in May 2014. In Serbia, OHCHR conducted a human rights assessment of the Sandžak/Raška region, with a view to identifying implementation gaps and highlighting the role that national stakeholders, non-national stakeholders and the

United Nations system can play in filling the gaps and addressing the rights of minority communities.

19. In order to address the issue of minority rights, several interlinked approaches were often employed by the United Nations at the country level, including with regard to countries experiencing ongoing violence. This was the case in Iraq, Libya, the Syrian Arab Republic and Yemen, with a range of activities pursued to improve the protection of minorities in law and in practice, despite the extremely difficult circumstances.

20. In Iraq, minority rights work was carried out against the backdrop of serious human rights violations and the ongoing systematic persecution of minority communities by Islamic State in Iraq and the Levant (ISIL). In March 2014, the first Conference on the Promotion and Protection of the Rights of Iraq's Diverse Ethnic, Religious and Linguistic Communities was organized by the United Nations Assistance Mission for Iraq, OHCHR and the Alliance of Iraqi Minorities in Baghdad. At the conference, a road map of proposals was adopted, aimed at enhancing the protection of Iraq's diverse communities from violence and promoting their full and equal participation in the political, social, economic and cultural life of the country. In addition, a committee of 10 members was appointed from among the participants at the conference to devise a plan of action based on the road map. Owing to the current conflict in Iraq, advocacy with the Government on the road map has been delayed, but the committee is now being reactivated to advance efforts. The United Nations Assistance Mission for Iraq has also supported the article 125 committee of the Iraqi Council of Representatives, named after article 125 of the Constitution of Iraq, which guarantees the administrative, political, cultural and educational rights of minorities, with a view to ensuring that a proposed draft law on minorities complies with international human rights standards.

21. The United Nations Support Mission in Libya and its Human Rights, Transitional Justice and Rule of Law Division continued to monitor and report on violations against minorities within its general monitoring mandate. It also held meetings with representatives of the Amazigh Supreme Council, the National Tabu Gathering and the Tuareg Supreme Council, as well as with human rights defenders and members of parliament.

22. In its report in August 2014, the Independent International Commission of Inquiry on the Syrian Arab Republic reported that members of ISIL had committed war crimes and crimes against humanity and posed a clear and present danger to civilians — particularly minorities — under its control in the Syrian Arab Republic and in the region. In order to build capacity to monitor and report on human rights violations, OHCHR held a workshop for human rights defenders, including minority representatives. The workshop covered issues relating to discrimination, sectarianism and incitement to hatred against communities at particular risk. Minority representatives from the Syrian Arab Republic have also actively taken part in the OHCHR Minorities Fellowship Programme.

23. The OHCHR country office in Yemen supported the participation of Muhamasheen and other minorities in key consultation processes, including in connection with the development of the country's national human rights strategy. In cooperation with the Office of the Special Adviser to the Secretary-General on Yemen and other United Nations entities, OHCHR also supported the constitutional

drafting committee in integrating international human rights standards and principles into the draft constitution. In addition, OHCHR worked closely with civil society, including those working on minority issues, in order to mobilize support for human rights provisions in the draft constitution. As a result of extensive consultations facilitated by OHCHR and involving some 650 organizations (including organizations working on minority rights and other human rights issues), civil society organizations agreed on a draft bill of rights to be used as an advocacy tool during the public discussions on the draft constitution. The document contained 13 principles and 60 recommendations, including on minority rights.

24. The human rights monitoring mission in Ukraine, deployed in March 2014, has also continuously paid close attention to the rights of persons belonging to minorities, including in its regular human rights reports. For example, in February 2015 the mission reported that although incidents of violent attacks against minorities remained rare, it had continued receiving reports of alleged discrimination against Roma and of targeting religious minorities in the areas controlled by armed groups. It also noted a continuing deterioration of the human rights situation for some Crimean Tatars in the Autonomous Republic of Crimea, in particular political and human rights activists and community leaders.

25. The human rights situation concerning people of African descent was a major focus of the work of the United Nations during the reporting period. In its resolution 68/237, the General Assembly proclaimed 2015-2024 as the International Decade for People of African Descent, and in its resolution 69/16 the Assembly appointed the United Nations High Commissioner for Human Rights to act as the coordinator of the Decade. In addition to its preparations for the Decade, OHCHR implemented a fellowship programme for people of African descent and supported related mechanisms. A range of activities was also undertaken at the country level, including in the Plurinational State of Bolivia, where OHCHR delivered technical assistance to Afro-Bolivian organizations and the Ministry of Education and facilitated the participation of those organizations in the first regular session of the national committee against racism and all forms of discrimination.

III. United Nations network on racial discrimination and protection of minorities

26. On the occasion of the twentieth anniversary of the Declaration, the Secretary-General established the United Nations network on racial discrimination and protection of minorities. The network, which is coordinated by OHCHR, brings together relevant United Nations departments, agencies, funds and programmes to stimulate cooperation and to enhance the impact of the work of the United Nations in relation to combating racial discrimination and the protection of minorities, both at headquarters and in the field.

27. In March 2013, the Secretary-General endorsed a guidance note, prepared by the network, on how to address racial discrimination and ensure the protection of minorities consistent with human rights standards and practice. In April 2014, the network adopted a four-year action plan to follow up on the recommendations contained in the guidance note and launched the first activities envisaged in the action plan. The network contributed to the work of United Nations mechanisms dealing with minority issues, and the capacity of the United Nations, national

human rights institutions and other actors to advance minority rights at the country level was enhanced.

28. At the seventh session of the Forum on Minority Issues, in November 2014, the network submitted a paper on preventing and addressing violence and atrocity crimes targeted against minorities, in accordance with its action plan. It also contributed to the report of the Special Rapporteur on minority issues containing a comprehensive study of the human rights situation of Roma worldwide, with a particular focus on the phenomenon of anti-Gypsyism (A/HRC/29/24), which was presented to the Human Rights Council at its twenty-ninth session, in June 2015, including in terms of mapping the situation of Romani people outside of Europe and key challenges they face.

29. In the action plan, United Nations country teams are recognized as being crucial to strengthening the work to combat on anti-discrimination and promote protection of minorities at the country level. Therefore, the network sought to facilitate exchanges of experience on practical measures between and within country teams and to support training to develop their capacity to address minority issues. In that vein, OHCHR held a course on minority rights for the United Nations country team in Pakistan in May 2014, bringing together participants from several United Nations agencies and programmes. A specific session was devoted to the role of the United Nations system in ensuring that its strategies and actions take into consideration the special situation of minority women, including in terms of criminal justice responses to harmful traditional practices and violence against women. In May 2015, the Office organized a training course on the protection of the rights of minorities and indigenous peoples for the United Nations country team in the Philippines, in collaboration with the Special Rapporteur on the rights of indigenous peoples.

30. The training courses triggered considerable interest on the part of the country teams, as well as concrete suggestions for follow-up. Participants at the courses stressed that effective action by the United Nations required continuous dialogue with a diverse representation of minorities, including minority women, with a view to ensuring their contribution to the design and implementation of United Nations activities.

31. On 2 and 3 December 2014, regional consultations on strengthening minority rights protection in the Middle East and North Africa region through the national implementation of recommendations from the United Nations human rights machinery were held in Tunis. Participants from national human rights institutions, non-governmental organizations, the media and United Nations entities debated strategies and tools to support national actors in translating recommendations into action. They also explored the relationship between United Nations mechanisms and national frameworks and institutions, and how their interaction could be improved to promote the rights of minorities at the national and regional levels. In parallel, OHCHR convened a training session for the United Nations country team in Tunisia on the protection of minorities in the Middle East and North Africa.

32. The Office of the Special Advisers on the Prevention of Genocide and on the Responsibility to Protect, which also a member of the network, sought to enhance implementation of the responsibility to protect against genocide, war crimes, ethnic cleansing and crimes against humanity by Member States, regional organizations and civil society. In that context, it developed guidance for Member States, regional

and subregional organizations and civil society to prevent or halt atrocity crimes under each of the three pillars of the responsibility to protect.

IV. Human rights treaty bodies

33. Throughout the reporting period, human rights treaty bodies addressed recommendations to States relating to minority issues as part of the regular reporting on the implementation of treaty obligations, and suggested further measures that States should take in order to comply with their treaty obligations.

A. Concluding observations

34. The Human Rights Committee at its 110th session, held from 10 to 28 March 2014, adopted concluding observations on periodic reports of countries, including Kyrgyzstan, Latvia and the United States of America. The Committee noted efforts by Kyrgyzstan to integrate minorities into political and public life, but remained concerned about the low level of representation of minorities in political and public institutions, both at the national and the local level (see CCPR/C/KGZ/CO/2). As regards the concluding observations on the third periodic report of Latvia, the Committee addressed questions of the status of "non-citizen" residents and the situation of linguistic minorities in the country (see CCPR/C/LVA/CO/3). With regard to the United States of America, the Committee remained concerned about the practice of racial profiling and surveillance by law enforcement officials targeting certain ethnic minorities, notably Muslims (see CCPR/C/USA/CO/4).

35. The Committee on Economic, Social and Cultural Rights at its fifty-second session, held from 28 April to 23 May 2014, adopted concluding observations on, inter alia, the second periodic report of China, including Hong Kong, China, and Macao, China. The Committee expressed concern that, despite the measures adopted by Hong Kong to ensure equal access to 12 years of free education, children of ethnic minorities continued to face discrimination. The Committee recommended that Hong Kong ensure, through legislative and other measures, that all children, including ethnic minority children, had free access to compulsory education on an equal basis with other children (see E/C.12/CHN/CO/2).

36. At its fifty-fifth session, held from 1 to 19 June 2015, the Committee on Economic, Social and Cultural Rights considered, inter alia, the third periodic report of Ireland on the implementation of the International Covenant on Economic, Social and Cultural Rights and recommended that the State party expedite its efforts to give legal recognition to Travellers as an ethnic minority and include them as an ethnic minority in anti-discrimination legislation (see E/C.12/IRL/CO/3).

37. Also at its fifty-fifth session, the Committee considered the combined second and third periodic reports of Kyrgyzstan and recommended that the State party allocate specific budgetary resources to promote the cultural diversity of ethnic minorities, allow mother tongue education and minority language press, and enable all groups to express and develop their culture, language, traditions and customs. (see E/C.12/KGZ/CO/2-3).

38. The Committee on the Elimination of Racial Discrimination at its eighty-fourth session, held from 3 to 21 February 2014, reviewed, inter alia, the combined seventh,

eighth and ninth periodic reports of Switzerland. It remained concerned that Traveller communities and the Yenish, Manush, Sinti and Roma continued to face obstacles in accessing education and preserving their language and lifestyle. The Committee recommended that the State party strengthen its efforts to promote and protect the rights of national minorities, particularly with regard to access to education and preservation of their language and lifestyle (see CERD/C/CHE/CO/7-9).

39. The Committee on the Rights of the Child at its sixty-fifth session, held from 13 to 31 January 2014, adopted concluding observations on, inter alia, the combined third and fourth periodic reports of Germany. It expressed concern about the rise in the poverty rate and the at-risk-of-poverty rate among children, with children from single-parent families, large families and families from ethnic minority backgrounds being particularly affected. The Committee regretted the fact that children from ethnic minority backgrounds had a significantly weaker record of school achievement, with twice the number of such children leaving school without qualifications as pupils from non-ethnic minority backgrounds (see CRC/C/DEU/CO/3-4).

40. The Committee against Torture at its fiftieth session, held from 6 to 31 May 2013, in in its concluding observations on the combined fifth and sixth periodic reports of the Netherlands expressed concern at the alleged incidents of illegal use of force, insults and mistreatment at the Koraal Specht prison in Curaçao and in the cells at police stations on the islands of Aruba, Bonaire and Sint Maarten, and at ethnic profiling by the police and border guards aimed in particular at foreigners and persons belonging to minorities. It requested the State party to establish systems to obtain disaggregated data about the composition of the detainee population to avoid disproportionate representation of minorities (see CAT/C/NLD/CO/5-6). At its fifty-first session, held from 28 October to 22 November 2013, in its concluding observations on the combined fifth and sixth periodic reports of Portugal, the Committee expressed concern at reports of discrimination and abuses against Roma and other minorities by the police. It recommended that the State party take effective measures to ensure the protection of members of the Roma community (see CAT/C/PRT/CO/5-6).

B. General comments and general recommendations

41. In its general recommendation No. 35 of 2013 on combating racist hate speech, the Committee on the Elimination of Racial Discrimination asserted that media representations of ethnic, indigenous and other groups within the purview of article 1 of the International Convention on the Elimination of All Forms of Racial Discrimination should be based on principles of respect, fairness and the avoidance of stereotyping. The media should avoid referring unnecessarily to race, ethnicity, religion and other group characteristics in a manner that might promote intolerance.

42. In 2013, The Committee on the Rights of the Child issued its general comment No. 14 2013 on the right of the child to have his or her best interests taken as a primary consideration. In the general comment, the Committee stressed that situations of vulnerability, such as belonging to a minority group, were important elements to be taken into account, not only in relation to the full enjoyment of all the rights provided for in the Convention on the Rights of the Child, but also with regard to other human rights norms relating to that situation of vulnerability.

43. The Committee on the Elimination of Discrimination against Women adopted its general recommendation No. 30 on women in conflict prevention, conflict and post-conflict situations in November 2013. In the general recommendation, the Committee called upon States to address the needs of women belonging to minorities. It noted that during and after conflict, specific groups of women and girls were at particular risk of violence, especially sexual violence, for example, women of diverse caste, ethnic, national or religious identities, or other minorities, who were often attacked as symbolic representatives of their community.

V. Selected activities of the Special Rapporteur on minority issues

44. Although minority issues were addressed by several special procedures mandate holders, the Special Rapporteur on minority issues has developed a particularly rich body of work on minority rights, both from a thematic and country-specific perspective.

45. In March 2014, the Special Rapporteur, in her previous capacity as Independent Expert on minority issues, presented to the Human Rights Council her report on ensuring the inclusion of minority issues in post-2015 development agendas (A/HRC/25/56). In October 2014, she presented a report on violence and mass atrocity crimes targeted against minorities to the General Assembly (A/69/266). She highlighted that persons belonging to minorities were frequently the victims of violence and atrocities perpetrated with impunity. She asserted that measures to foster unity among different population groups, the comprehensive implementation of minority rights and the establishment or strengthening of institutional and policy frameworks for the protection of minority rights were essential to the more effective prevention of mass atrocity crimes against minorities.

46. In April 2014, the Special Rapporteur conducted a country visit to Ukraine, during which she stated that a key pillar of minority rights was full and equal participation in public life, including political participation at the national, regional and local levels. She also stressed the importance of enabling students to learn both about their own origins, cultures and religions and also about those of others in a positive way that recognizes the contributions of all groups.

47. In June 2015, the Special Rapporteur presented to the Human Rights Council her report containing a comprehensive study of the human rights situation of Roma worldwide, with a particular focus on the phenomenon of anti-Gypsyism (A/HRC/29/24). She highlighted that although the reasons for the marginalization of Roma were complex, an overarching factor was the deeply embedded social and structural discrimination that Roma face worldwide, including anti-Gypsyism. She urged States to place the rights of Roma at the heart of all strategies and policies relating to human and minority rights, social inclusion and development, with explicit goals for Roma communities.

48. The Special Rapporteur also issued several press statements on a range of developments concerning minorities. For example, in June 2014, the Special Rapporteur called upon Pakistan to urgently put in place protective measures to ensure the personal security of Ahmadiyya Muslims and other religious minorities living under the threat of hostility and violence by militant extremists. In July 2014,

she called upon Sri Lanka to adopt urgent measures to stop the promotion of racial and faith-based hatred and violence against Muslim and Christian communities by Buddhist groups with extremist views.

49. Also in July 2014, the Special Rapporteur expressed, along with other United Nations experts, her concerns about the physical safety of several minority groups in Iraq, including Christians, Shia, Shabaks, Turkmen and Yazidis, which were subjected to abductions, killings or the confiscation of their property by extremist groups. In August 2014, she called for urgent measures to avoid a mass atrocity and potential genocide.

50. On 2 August 2014, on the occasion of the seventieth anniversary commemoration of the Roma Holocaust, the Special Rapporteur, together with the Special Adviser of the Secretary-General on the Prevention of Genocide, called for stronger measures to keep the memory of the Roma Holocaust alive and to enable survivors, Roma communities and others to mark it in a recognized and dignified manner.

51. In December 2014, the Special Rapporteur, along with other mandate holders, expressed concerns over the decision not to bring to trial the cases of Michael Brown and Eric Garner in the United States of America, stating that the decisions had left many with legitimate concerns relating to a pattern of impunity when the victims of the excessive use of force came from African-American or other minority communities.

52. In June 2015, the Special Rapporteur, together with the Special Adviser on the Prevention of Genocide, the Special Adviser on the Responsibility to Protect and the Special Rapporteur on freedom of religion or belief, expressed grave concern at the ongoing threat to the safety of minority groups in the Syrian Arab Republic, including Alawites, Armenians, Assyrians, Druze, Ismailis and Kurds.

VI. Forum on Minority Issues

53. The Forum on Minority Issues was established by the Human Rights Council in its resolution 6/15 and renewed pursuant to its resolution 19/23 of 23 March 2012. The Forum provides an annual platform for dialogue and cooperation on issues pertaining to persons belonging to national or ethnic, religious and linguistic minorities.

54. At its sixth session, held on 26 and 27 November 2013 under the theme "Beyond freedom of religion or belief: guaranteeing the rights of religious minorities", the Forum on Minority Issues addressed challenges relating to religious minorities, including from the perspective of respect for the right to freedom of religion or belief. The goal of the session was to identify measures to guarantee the rights of members of religious minorities to security. The discussions covered various minority rights issues, including the rising tide of violent attacks against members of religious minorities in several countries.

55. The theme of the seventh session of the Forum, held on 25 and 26 November 2014, was "Preventing and addressing violence and atrocity crimes targeted against minorities" in order to increase awareness of the obligation of States under international law to strengthen institutional and policy frameworks for the protection of minority rights. In keeping with past practice, the recommendations of

the sixth and seventh sessions of the Forum were presented by the Special Rapporteur on minority issues to the Human Rights Council. The recommendations emphasized measures to address, inter alia, acts of violence and incitement to religious hatred. It was also emphasized that guaranteeing the security of members of religious minorities required preventive actions involving States and regional and international organizations, as well as members of the minorities themselves. Interfaith dialogue aimed at promoting interreligious, intercultural and interfaith harmony was crucial to combating discrimination and exclusion based on religion or belief.

56. On 24 November 2014, a dialogue on the role of the United Nations in preventing and addressing violence and atrocity crimes against minorities, which was organized by OHCHR, provided an opportunity for sharing United Nations experiences and practices that were effective in strengthening prevention and protection capacities in various contexts, including in terms of addressing discrimination and securing the effective participation of minorities in times of peace; preventing violence by facilitating national engagement, including with human rights mechanisms, when identity-related tensions existed; and responding to violence in situations of widespread and systematic attacks against minorities during conflict and post-conflict situations. The discussions served to identify approaches that worked best, by examining action by the United Nations ranging from human rights advocacy work at OHCHR headquarters and in the field to humanitarian action involving peacebuilding and peacekeeping during conflict and post-conflict situations and involving a variety of United Nations actors.

VII. Universal periodic review

57. Since the launch of the universal periodic review, minority rights issues have been raised frequently by States and other stakeholders. A study conducted by the Special Rapporteur on minority issues in 2014 concluded that in the first cycle of the universal periodic review, 112 Member States issued a total of 895 recommendations about national or ethnic, religious and linguistic minorities to 137 Member States, and that minorities were the ninth most discussed topic during that cycle. In the second cycle, the number of recommendations made on minority issues increased further, reflecting remaining challenges and gaps but also suggesting increased recognition by States of the centrality of minority rights in the protection of human rights.

58. Recommendations from the universal periodic review pertaining to minorities covered a broad range of themes and contained a variety of proposals for further action, including in relation to legislative and practical measures to ensure the promotion and protection of minority rights; measures aimed at protecting minorities against discrimination, particularly in employment, housing, health and education; enhanced efforts to promote the participation of minorities in politics; the implementation and enforcement of provisions on freedom of religion and belief; and measures to tackle prejudices and eradicate racial discrimination.

59. OHCHR and other United Nations entities are working with Member States and other partners to support follow-up to universal periodic review recommendations, including in relation to the recommendations concerning minority rights. In such efforts, the inclusion of all stakeholders — States, national

human rights institutions, non-governmental organizations and representatives of national or ethnic, religious and linguistic minorities — is crucial to the achievement of concrete results.

VIII. Conclusions

60. **Seventy years ago, the founding members of the United Nations committed themselves to save succeeding generations from the scourge of war, to reaffirm faith in fundamental human rights, to establish conditions under which justice and respect for the obligations arising from treaties and other sources of international law could be maintained and to promote social progress and better standards of life in larger freedom. Over the years, that pledge in the Charter of the United Nations has been translated into numerous international and regional treaties on the protection and promotion of human rights for all.**

61. **However, the increasing number of human rights violations committed against thousands of persons belonging to minorities in different parts of the world in recent months and years shows that those promises remain unfulfilled. Against the backdrop of war and conflict, violence and human rights abuses committed against people on the basis of gender, ethnicity, race, religion or other status have continued, often unabatedly and with impunity.**

62. **In the face of persisting and, in many cases, systematic discrimination against persons belonging to minorities, and the serious human rights violations to which they are often subjected, the international community has to take stronger action to ensure more effective protection of minorities and their members. The Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities and other international human rights standards provide a solid framework for this imperative task.**

63. **The initiatives outlined in the present report demonstrate that the United Nations, States and civil society have worked in a range of ways to improve the protection of minority rights. However, the deplorable reality that many minorities face on the ground calls for much more effort: more decisive follow-up to human rights recommendations; more inclusion of minority representatives in decision-making, including women; more support to the champions of minority rights at the national and international level; more laws, policies and institutions that address discrimination and impunity and other human rights problems that minorities encounter, and more political will and genuine cooperation to achieve sustainable improvements. Such an agenda would be crucial to counteracting and preventing those who seek to incite hatred and violence by exploiting tensions between groups. Ensuring respect for minority rights and for the principle of non-discrimination is not only a fundamental human rights obligation, but a sine qua non of preventing conflict and violence.**

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Eradication of poverty and other development issues

Women in development

Report of the Secretary-General

Summary

Pursuant to General Assembly resolution 68/227 on women in development, the present report highlights measures taken at the national level to (a) formulate a gender-responsive macroeconomic framework; (b) ensure decent work for women; (c) foster women's entrepreneurship; (d) provide social protection to women; and (e) effectively support the recognition, reduction and redistribution of unpaid care work by women. Recommendations are provided for consideration by the Assembly.

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I. Introduction

1. In its resolution 68/227 on women in development, the General Assembly recognized the links between gender equality, human rights, poverty eradication and the achievement of the Millennium Development Goals. The Assembly also emphasized the need to link policies on economic and social development to ensure that all people, and particularly women, benefit from inclusive economic growth and development, expressing deep concern about the adverse impact of the financial and economic crisis and stressing the need to maintain adequate levels of funding for the achievement of gender equality and the empowerment of women. In addition, the Assembly urged Member States, the entities of the United Nations system and non-governmental organizations to accelerate their efforts and provide adequate resources to increase the voice and full and equal participation of women in all decision-making bodies at the highest levels of government and in the governance structures of international organizations. This commitment builds women's capacity as agents of change and empowers them to participate actively and effectively in the design, implementation, monitoring, evaluation and reporting of national development, poverty eradication and environmental policies, strategies and programmes.

2. The General Assembly requested the Secretary-General to submit to it at its seventieth session a report on the implementation of resolution 68/227, including on integrating a gender perspective into national development strategies. The present report places particular emphasis on policies that have a catalytic impact on sustainable development, gender equality and women's empowerment in the light of the post-2015 development agenda and the outcome of the third International Conference on Financing for Development, held in Addis Ababa in July 2015. Based on contributions received from Member States and the United Nations system,[1] the present report reviews measures taken by Governments and support provided by the United Nations system to address macroeconomic frameworks, decent work, entrepreneurship, social protection and unpaid care work. It concludes with recommendations for consideration by the Assembly.

II. Background

3. The international community has long recognized the human rights imperative of addressing women's economic empowerment. International human rights treaties, including the International Covenant on Economic, Social and Cultural Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the International Covenant on Civil and Political Rights, the Convention on the Rights of the Child and the Convention on the Rights of Persons with Disabilities, establish legally binding obligations on States to address gender equality and women's economic empowerment.

[1] Contributions were received from the Governments of Azerbaijan, Cambodia, Canada, Colombia, Cuba, Dominican Republic, Egypt, Italy, Japan, Jordan, Lithuania, Norway, Peru, Qatar, Senegal, Singapore, Spain and Togo. The following United Nations entities provided inputs Food and Agriculture Organization of the United Nations (FAO) and United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women).

4. The collective responsibility for achieving gender equality, women's rights and women's empowerment requires specific policy attention and action. The following policies have been highlighted in the present report as being critical for addressing the issue of women in development: creating an enabling environment for women's economic empowerment through pro-poor, gender-responsive macroeconomic frameworks; ensuring that women have access to productive resources, decent work opportunities and adequate social protection; and recognizing, reducing and redistributing the burden of unpaid care work. Reflection on these measures in national development strategies is therefore particularly urgent and timely.

5. The effects of the recent global financial and economic crises continue to be felt across the globe. While most affected countries have experienced some improvements, global recovery has remained slow, and there has been insufficient employment generation and wage growth. This is particularly true for most advanced economies in North America, Europe and Asia, where wage growth is minimal despite strong gains in labour productivity.[2] According to the most recent projections by the International Monetary Fund (IMF),[3] global growth is still weak and unlikely to recover sufficiently in the next two years.

6. While the pace of global recovery remains low (3.4 per cent in 2014 and 3.5 per cent in 2015), the world's economy is not expected to generate enough jobs to reduce the overall unemployment rate, which stood at 5.9 per cent in 2014.[4] When new job seekers are factored in, the world economy will need to create 280 million jobs — 200 million in developing countries alone — in the next five years to compensate for the loss of jobs during the crisis and to absorb the increase in the new labour force. Women and youth remain particularly disadvantaged, with unemployment and underemployment rates disproportionately higher than men's across the globe.[5]

7. Addressing the current high and sustained levels of unemployment will require coordinated global macroeconomic policy measures to reflate economies and stimulate growth. These policies should also put gender equality and access to decent employment at the forefront of economic growth objectives to ensure sustainable and inclusive growth. In addition to job creation, efforts must be made to generate decent jobs for men and women, as current trends suggest that many new entrants to the labour market will be unable to secure formal wage employment and will instead be trapped in informal or insecure and low-paid work lacking basic social protection.[6] Evidence has shown that social protection schemes are instrumental in helping the poor, especially poor women in low-, middle- and high-income countries, to cope with not only the job losses associated with the crises, but also the lack of employment opportunities during this long and slow recovery.[7]

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[2] International Labour Organization, *Global Wage Report 2014/15: Wages and Income Inequality* (Geneva, 2015).

[3] International Monetary Fund, *World Economic Outlook 2015: Uneven Growth-Short-and Long Term Factors* (Washington, D.C., 2015).

[4] International Labour Organization, *World Employment Social Outlook: Trend 2015* (Geneva, 2015).

[5] International Labour Organization, *World Employment Social Outlook* (Geneva, 2015).

[6] International Labour Organization, *Global Employment Trends 2014: Risk of a Jobless Recovery* (Geneva, 2015).

[7] International Labour Organization, *World of Work Report 2014: Developing with Jobs* (Geneva, 2014).

8. Environmental degradation and climate change compound the current economic crisis and continue to represent daunting challenges for the world as a whole. Soil erosion, deforestation and desertification continue to have a severe impact on agriculture and increase the vulnerability of poor rural households (see A/69/156). In this context, it is essential to ensure that the most vulnerable are reached by sustainable development planning and assistance and that the gains made in terms of resilience are safeguarded. For women, building resilience to economic, social or environmental shocks is inextricably related to attaining secure access to land and productive resources, financing, education, decent employment and entrepreneurial opportunities, as well as the ability to accumulate and build assets.[8]

9. The provision of social protection and policies that promote the reconciliation of family and work responsibilities can also contribute to the economic recovery and foster sustainable development. However, in order for women and girls to realize their rights and drive inclusive economic growth through their full and equal participation in the economy, it is of paramount importance to recognize the burden of unpaid care work on women across countries while recognizing the right to care and be cared for. The unequal distribution, intensity and lack of recognition of unpaid care work undermines the dignity of women who are caregivers, obstructs their enjoyment of several human rights on an equal basis with men, hinders progress towards gender equality and entrenches their disproportionate vulnerability to poverty throughout their lifetime.

III. Macroeconomic framework

10. The report by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) entitled *Progress of the World's Women 2015-2016* comprehensively demonstrated why macroeconomic policy matters for gender equality and issued an appeal to make the design and implementation of macroeconomic policy gender responsive.[9] To that end, three key constraints that have been overlooked by the current macroeconomic paradigm must be addressed, namely (a) gender biases in macroeconomic analysis and the narrow goals of macroeconomic policy; (b) the insufficient focus in macroeconomic policy on employment creation; and (c) the prevalence of restrictive macroeconomic policy choices, which reduce countries' fiscal space and the funds necessary to support gender equality initiatives.

11. Integrating a gender perspective into macroeconomic policies should be part of efforts to stimulate recovery, sustain job growth and ensure that women benefit from and contribute to development, particularly in the wake of the global economic and financial crisis. A deeper understanding of the gendered impact of restrictive monetary and fiscal policy and reductions in social spending undertaken to manage public debt may reveal the policy options that contribute most to eradicating poverty, ending women's economic exclusion and reducing the multiple inequalities that impinge on the rights and agency of women.

[8] United Nations Entity for Gender Equality and the Empowerment of Women, *Shocks, Assets and Social Protection: A Gendered Analysis of Ecuador, Ghana, and Karnataka, India* (New York, 2015).

[9] United Nations Entity for Gender Equality and the Empowerment of Women, *Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights* (New York, 2015).

12. Recent research on the consequences of restrictive fiscal policies underscores the larger-than-expected effect of austerity on growth in various countries. It supports the view that recovery efforts can benefit from proactive and ambitious public policies that are premised on gender equality and human development as well as growth.[9] Cuts in public spending primarily affected women, children, the elderly and other marginalized members of society, and this may hold back the very growth and restructuring that greater gender equality could create. Indeed, a recent review of IMF data on public expenditure and adjustment measures shows that, since 2013, 94 of 181 countries cut public spending as a share of gross domestic product (GDP), at least 131 of 181 countries are expected to cut public spending as a share of GDP in 2015, and this trend is forecasted to continue through at least 2016 and affect 6.3 billion people, or 90 per cent of the global population by the end of 2015.[10] While the retrenchment of public services has not been analysed extensively in developing countries, evidence shows that the failure to expand social protection measures can disproportionately affect women's ability to participate fully in development.[9] The forecast for the medium term at the global level also points towards a tightening of monetary policy worldwide, which could have a disproportionate impact on women in both developed and developing countries. This is especially true for women entrepreneurs, who, even in the best-case scenario, face significant hurdles in access to credit and other financial services.[11]

13. Gender inequality constrains the achievement of women's well-being because it translates into unequal economic, political and social power. This power differential inhibits not only equality in opportunities in terms of access to education, health care and other productive resources, but also women's agency and voice. Moreover, women's relative lack of economic opportunities in developing and developed countries inhibits economic growth. Consequently, reducing gender inequality and improving the status of women may contribute to higher rates of economic growth and greater macroeconomic stability.[11]

14. Mainstreaming gender analysis into national development policies and planning will inform the way in which macroeconomic policy can be used to increase investment in the sectors where women are concentrated, expand financing for women's businesses and own-account work, and improve the terms and conditions of work for women, in particular the poorest and most marginalized women.

15. In the current context of discussions on the post-2015 development framework and the sustainable development goals, there are calls for a shift towards a green economy aimed at ending extreme poverty, improving human well-being and enhancing social equity while reducing carbon dependency and ecosystem degradation. However, most of the employment gains from a shift to a green economy will not automatically benefit women because of existing segregation by sex in labour markets. Many of the areas targeted by green employment, including energy, construction and basic industry, are male-dominated, and recent trends indicate that sectoral segregation is increasing. Extending employment opportunities for women in a green economy will require targeting skills development and

[10] Matthew Cummins and Isabel Ortiz, "The Age of Austerity: A Review of Public Expenditures and Adjustment Measures in 181 Countries", Initiative for Policy Dialogue and the South Centre working paper (March 2013).

[11] The Global Entrepreneurship Monitor, *2014 Report on Women and Entrepreneurship* (Babson College and London Business School, 2014).

education for women as well as ensuring equal pay and the elimination of discrimination and segregation in labour markets.[11]

16. Ongoing discussions on financing for development recognize that expanding fiscal space must be part of the commitments to the proposed sustainable development goals. While gender equality is now widely recognized as central to human development, much more needs to be done to ensure that all aspects of development financing, whether domestic or international, fully recognize women's economic contribution and support their economic security and rights. To that end, policy alternatives must include ways to promote both employment generation and productive growth, reduce unfair disparities in income and assets, moderate the vulnerabilities associated with profound changes in the global economy, protect against environmental and social risks, promote gender-responsive budgeting and explore innovative sources of financing. Financing for development could be facilitated through various measures, including broadening the tax base and increasing efficiency in tax collection. Additional measures to increase the available resources for development investment, such as reducing tax evasion and avoidance, improving and simplifying taxpayer registration and broadening the tax base, can increase fiscal space. Moreover, as the Addis Ababa Action Agenda of the Third International Conference on Financing for Development underscores:

> We will work to improve the fairness, transparency, efficiency and effectiveness of our tax systems, including by broadening the tax base and continuing efforts to integrate the informal sector into the formal economy in line with country circumstances.

Such an approach has great potential to benefit women entrepreneurs and own-account workers, particularly where this expanded fiscal space is used to finance social protection and increase access to decent work.

IV. Measures taken by Member States and support by United Nations agencies to promote a gender-responsive macroeconomic framework

17. Member States have taken a range of actions linked to the creation of gender-responsive macroeconomic frameworks through the integration of gender analysis into policies and programmes related to macroeconomic stability, sectoral development, budgeting, taxation and investment, and data collection to monitor and evaluate the impact of policy. For example, Senegal has mainstreamed gender considerations into its national plan to achieve the status of emerging economy by 2035 and has a national strategy for gender equality for the 2005-2015 period. In Cambodia, growth strategies promote women's role in the economy through gender mainstreaming action groups in each ministry. The economic development strategies in Togo contain provisions to ensure that women are included and targeted in development planning and budgeting. Canada, Norway, Peru and Spain, among others, have sectoral gender mainstreaming policies. For instance, since 1995, Canada has been conducting a gender-based analysis to assess the potential gender impact of all future legislation, policies and programmes. Canada has recently adopted the term "GBA+", or "gender-based analysis plus" to highlight the fact that aspects of diversity such as age, location, income, ethnicity, disability and religion are being factored into gender-based analysis.

18. In Egypt, the Ministry of Finance works with UN-Women on gender-responsive budgeting to identify specific budget lines that can address gender equality issues. In addition, tax exemption benefits, which were previously only offered to men, are now extended to women. Norway includes gender equality annexes in the fiscal budget. In Spain, gender impact analysis is required by law. The Ministry of Finance and Economy of Peru practices gender-responsive budgeting and has targeted gender inequality issues that affect men and women throughout their lives, as well as the eradication of poverty and of violence against women. Women's empowerment is a priority cross-cutting issue for Italy's development cooperation, which focuses on sub-Saharan Africa and Eastern Europe. Italy supports gender mainstreaming in programmes on food security, the environment, vocational training, job access and entrepreneurship. In Japan, new development cooperation charter recognizes the importance of women's participation in every phase of development and of ensuring gender equity in development outcomes.

19. UN-Women and the World Bank supported the Government of Côte d'Ivoire in 2013 and 2014 in drafting a national action plan on gender, based on regional consultations with government and civil society, including gender equality advocates. UN-Women also helped the national statistics office in the Sudan to fully integrate gender equality and women's empowerment in the national household survey questionnaire. The survey results will help to ensure that macroeconomic policy initiatives and the upcoming 2015-2016 Poverty Reduction Strategy Paper include gender perspectives. The Evidence and Data for Gender Statistics (EDGE) initiative, implemented by UN-Women, the Statistics Division and other partners, continues to train national statisticians; support the generation of comparable gender indicators on health, education, employment, entrepreneurship and asset ownership; and facilitate mainstreaming gender statistics in national statistical systems.

20. The new Strategic Framework of the Food and Agriculture Organization of the United Nations (FAO) emphasizes gender as a cross-cutting priority across the five strategic objectives for 2010-2019, with rural women as an important target group, and has identified policy and programmatic action to improve their situation. To contribute to the eradication of hunger, food insecurity and malnutrition, the gender work done by FAO supports national, regional, and global efforts to address gender equality concerns in macroeconomic policy, legal frameworks, coordination mechanisms and information systems for agriculture and food security. This is done through knowledge generation, the sharing of experiences and good practices, advocacy, capacity development for relevant institutions and the facilitation of multi-stakeholder dialogues and processes.

V. Decent work

21. The continuing global financial crisis has a clear gender dimension. Globally, female unemployment stood at 6.4 per cent in 2014, in contrast to 5.7 per cent for men. In fact, in 2014, unemployment rates were higher for women than for their male counterparts in all regions except East Asia, Central and South-Eastern Europe and the Commonwealth of Independent States (CIS). Young women and men have been particularly affected, with a global youth unemployment rate estimated at 13 per cent in 2014 (up from 12.6 per cent in 2013), which translated into 73.6 million

unemployed young people, an increase of 4.1 million since 2007.[12] At the regional level, in 2013, young women were more likely than young men to be unemployed, with a gender gap in youth unemployment that ranged from about 2 percentage points in the 28 countries of the European Union, Central and South-Eastern Europe and CIS, South-East Asia and the Pacific, South Asia and sub-Saharan Africa, to 5.4 percentage points in Latin America and the Caribbean, and a staggering 18 percentage points in the Middle East and North Africa.[13]

22. Efforts to combat chronic unemployment and underemployment must also focus on the quality of employment, in order to deliver productive and decent work for women. Recent evidence shows that nearly half of the world's working women continue to be in vulnerable employment, trapped in insecure jobs and often outside the purview of labour legislation.[14] As at 2013, the share of women in vulnerable employment (49.1 per cent) exceeded the corresponding share for men (46.9 per cent). Women were far more likely than men to be in vulnerable employment in North Africa (54.7 per cent versus 30.2 per cent), the Middle East (33.2 per cent versus 23.7 per cent), South Asia (80.9 per cent versus 74.4 per cent), South-East Asia and the Pacific (63.1 per cent versus 56 per cent) and Sub-Saharan Africa (nearly 85.5 per cent versus 70.5 per cent), which, of all the regions, has the highest share of vulnerable employment, at 77.4 per cent of total employment. This reveals that most of the job gains in the recovery have been low-paying and lacking in benefits, and highlights how the non-enforcement of core labour standards propels a "race to the bottom", which ultimately exacerbates poverty and exclusion among women.

23. Goal 8 of the proposed sustainable development goals aims at promoting inclusive and sustainable economic growth, full and productive employment and decent work for all. Collective action by women's organizations and trade unions is an integral part of and contributes to achieving decent work. Supporting collective action and fundamental rights at work will enable organized groups to defend women's right to decent work. Collective bargaining can play a critical role in expanding decent work opportunities for women by ensuring that their concerns are taken into consideration during contract negotiations. Such concerns include equal pay for equal work, flexible working hours, pension schemes, paid parental leave for both men and women, the provision of on-site childcare services for medium to large enterprises or subsidies for childcare services, and affordable health care.[15] Unions can be key partners promoting gender equality and women's empowerment in developed and developing countries.

24. Employment programmes and improved labour market intermediation services can increase women's access to decent work. For instance, public work programmes are effective ways to simultaneously address chronic, long-term unemployment and ensure the terms and conditions necessary for decent work. Active labour market

[12] International Labour Organization, *World of Work Report 2014: Developing with Jobs* (Geneva, 2014).

[13] International Labour Organization, *Key Indicators of the Labour Market* (Geneva, 2014).

[14] International Labour Organization, *Global Employment Trends 2014: Risk of a Jobless Recovery* (Geneva, 2014). "Vulnerable employment" includes own-account workers and contributing family workers, two employment groups characterized by higher poverty rates and limited social protections.

[15] Janine Berg, ed., *Labour Markets, Institutions and Inequality: Building Just Societies in the 21st Century* (International Labour Office/Edward Elgar, 2015).

policies also have a critical role to play in helping to expand decent work opportunities for women. While men are more evenly distributed across various sectors of the economy, the burden of unpaid care work in combination with cultural norms and expectations about women's economic roles have kept women clustered in very few sectors of the economy. Such constraints, coupled with a lack of access to productive resources, make women less likely to enter non-traditional sectors of the economy, many of which tend to expand through increased investment in productive capacities or new trade opportunities. As a result, active labour market policies and job training and job matching programmes should be designed to take women's disproportionate care responsibilities into account and offer services to relieve care burdens and allow women to participate effectively and easily in these programmes.[9]

VI. Measures taken by Member States and support by United Nations agencies to address the issue of decent work for women

25. Member States have adopted a number of strategies for gender-responsive labour market legislation and policies to ensure equal access to full and productive employment and decent work for all. These strategies include increasing skills development by offering vocational training to women job seekers (Azerbaijan and Egypt); gender mainstreaming national employment strategies (Cambodia and Jordan); enacting laws prohibiting harassment (Jordan and Singapore); and prohibiting discrimination on the basis of political views, membership in trade unions, age and part-time or temporary employment status (Norway).

26. In order to enforce women's rights as guaranteed in national labour laws and International Labour Organization (ILO) conventions, some countries, such as Egypt, have set up equality units and audit and complaint systems within their ministries, to address discrimination and raise awareness. Cuba has recently enacted a new labour code that has a chapter dedicated to the protection of the rights of women workers. In addition to implementing programmes that facilitate women's access to decent work, Colombia has affirmative action policies and mechanisms to prevent and respond to violence against women in the workplace. Moreover, Colombia, the Dominican Republic and Italy have all ratified the Domestic Workers Convention, 2011 (No. 189). Jordan amended its labour law in 2013 to conform to international labour standards regarding domestic work, reducing statutory working hours to 8 hours a day and granting 14 days of annual leave and one day a week of rest.

27. Jordan has decent work at the centre of its national employment strategy. Women's access to employment and decent work has received special emphasis, with broad-based measures to increase women's employment, reduce gender gaps in the workplace, increase social protection and social security coverage and guarantee women's rights at work. Cambodia has a national decent work programme and factory-level data on compliance with labour norms and standards. Governments have taken measures to enable historically marginalized groups of women to access the labour market. For example, Canada has programmes and funds for aboriginal women and women with disabilities. In Spain, the social inclusion plan targets the social and economic integration of immigrant women, and other programmes help

women survivors of violence to enter the labour market. Singapore offers an employment credit for hiring older workers. Azerbaijan held a labour fair to help rural women obtain work placements. In Qatar, while women have been limited to sectors such as education and health, increasing numbers of women are entering fields that men have historically dominated.

VII. Women's entrepreneurship

28. In its resolution on women in development (resolution 68/227), the General Assembly stressed the importance of developing national strategies for the promotion of sustainable and productive entrepreneurial activities by creating a climate that is conducive to increasing the number of women entrepreneurs and the size of their businesses, ensuring equal access to financial instruments, providing women with training and advisory services in business, administration and information and communications technologies, facilitating networking and information-sharing and increasing their participation in advisory boards and other forums so as to enable them to contribute to the formulation and review of policies and programmes being developed by financial institutions. According to the Global Entrepreneurship Monitor's report on women and entrepreneurship, regardless of country, men are more likely to be involved in entrepreneurial activity than women.[11] An analysis of entrepreneurial behaviour across the globe yields a clear picture of a gender gap in venture creation and ownership activity. The entrepreneurial gender gap exhibits varying dimensions and characteristics in the ownership of both new and established businesses across countries, regardless of income level or type of activity. Addressing these constraints will require consistent and interlinked policy measures over the long term to increase women's access to entrepreneurial skills training and build institutional frameworks and support services — from access to finance to the provision of child and elder care services — that help women to expand their businesses.

29. Although important, expanding women's access to credit and entrepreneurial skills would only address supply-side constraints. Such policies must be complemented by policies that address demand-side constraints, which prevent many women-owned small businesses from accessing markets and moving up supply chains. One means of increasing demand for women's products and services is through government and private sector procurement initiatives. Both the private and public sectors can increase their commitments to earmark a share of all contracts to women-owned small businesses. Such initiatives are already being undertaken in a number of developed and developing countries, but challenges remain in reaching small- and medium-sized women-owned businesses.

30. Mentoring can provide business guidance and emotional support to women entrepreneurs and could play a critical role in encouraging more women to seek entrepreneurial opportunities. A recent report shows that the organizational effectiveness of companies greatly benefits from increasing leadership opportunities for women, and companies with three or more women in senior management functions score higher in all dimensions of organizational effectiveness.[16] However, a recent global survey of companies found that only 17.3 per cent had a top-level

[16] McKinsey & Company, *Women Matter 2014: GCC Women in Leadership — from the first to the norm* (2014). Available from www.mckinsey.com/features/women_matter.

female manager, with variations across regions, including East Asia and Pacific (29.3 per cent), Latin America and the Caribbean (21.1 per cent), Eastern Europe and Central Asia (18.7 per cent), sub-Saharan Africa (15.2 per cent), South Asia (8.4 per cent), and the Middle East and North Africa (5.1 per cent).[17] Finally, ensuring that women entrepreneurs and the self-employed have access to social protection and facilitating the transition from the informal to the formal sector is critical for ensuring that self-employment and own-account work is also decent work.[18]

VIII. Measures taken by Member States and support by United Nations agencies to promote women's entrepreneurship

31. Governments recognize the importance of entrepreneurship for women's economic empowerment, poverty alleviation and economic development, and some have developed national strategies that promote entrepreneurship and increases in the number of women entrepreneurs and the size of their businesses. Jordan has a microfinancing policy framework that directs a range of financial services, non-financial business development services, business incubation support, capacity-building and training to women entrepreneurs. Canada has established an online platform, a national forum and financing for women-owned businesses. Norway aims to strengthen women's positions in industrial value chains, facilitating skills development, networking, mentoring and access to markets for women entrepreneurs. Cuba has enacted a national programme that supports self-employment and helps reduce barriers for the expansion of women's enterprises. Qatar supports a businesswomen's association, which has developed new strategies to promote its role locally, regionally and internationally. Azerbaijan, Cambodia and Egypt have created business development centres in rural areas, which offer skills training and support microprojects. Similarly, Togo has programmes to promote women's entrepreneurship, especially in rural areas. Singapore offers grants for vocational entrepreneurship training and funds for start-ups. Senegal specifically targets women entrepreneurs through enhanced credit facilities, the development of agricultural value chains, entrepreneurial skills building and financial literacy to help to promote small- and medium-sized businesses. Spain's businesswomen support programme provides information for women's self-employment opportunities both in person and online.

32. The Dominican Republic provides loans for low-income women, regardless of their economic and social situation, through banks specifically for women entrepreneurs. Peru is planning studies on improving women's access to credit as a tool to promote economic development and women's empowerment. Governments also foster women's entrepreneurship through public-private partnerships. Cambodia is exploring public-private partnership opportunities to improve the delivery of business development services in their women's development centres. Spain incentivizes public-private partnerships that support women's economic

[17] The World Bank Group, *Enterprise Surveys* (2014).

[18] International Labour Organization, *Transitioning from the informal to the formal economy*, International Labour Conference, one-hundred and third session, Report V (1) (Geneva, International Labour Office, 2014).

empowerment. Japan and Lithuania held international conferences to discuss women's economic empowerment and entrepreneurship. Countries have also taken measures to increase the number of women in management and corporate board positions. Canada has set a goal of 30 per cent representation by 2019, and Spain has implemented initiatives to promote women's leadership on boards and recognize companies for their gender equality achievements.

33. A number of countries focus on women's entrepreneurship in their development assistance, including Canada, Italy, Lithuania, Norway and Spain.

34. It is notable, however, that limited data are available on women's entrepreneurship, since few Member States report national-level, sex-disaggregated data on entrepreneurship. To fill this gap, Azerbaijan carried out a survey of rural women entrepreneurs to assess how much land, livestock and equipment women farmers owned. Data from the Cambodian national listing of business establishments and national economic and agriculture censuses are available online and can help to measure women's entrepreneurship.

35. UN-Women works with Governments, women's organizations and the private sector in Bolivia, Cambodia, Ethiopia, Guatemala, Iraq, Mozambique, the Niger, Sierra Leone, South Sudan, the United Republic of Tanzania, Uganda, Uruguay and Zimbabwe, providing technical assistance and training to enhance women's entrepreneurship skills. UN-Women is also increasing access to finance for women-owned small businesses in Bolivia, Morocco and Serbia, facilitating market access in Ethiopia, and increasing access to information about public procurement in Kenya. FAO is generating knowledge and developing guidelines to support Member States in ensuring that women and small producers benefit from investments in value chains. To this end, FAO is supporting work to increase women's involvement and improve their positioning within the value chain in dairy value chains in Afghanistan, Ethiopia, Kenya and Rwanda; cotton value chains in Argentina, Bolivia, Colombia, Ecuador, Paraguay and Peru; cassava and quinoa value chains in Belize and Bolivia; and maize in Guatemala.

IX. Social protection for women

36. Achieving broad access to social protection services such as income transfers and publicly provided services is a goal included in various international frameworks and proposed sustainable development goal 1.3, in which States are urged to implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable. Women benefit from social protection because they are disproportionately poor, but also because they bear the disproportionate burden of caring for children, the sick, the elderly and vulnerable people in the absence of publicly provided social services. Universal access to essential affordable social services in the areas of health, water and sanitation, education, food security, housing and others, defined in line with national priorities that respond to key gaps and reflect existing fiscal space, would not only help to respond to income insecurity from job losses, but also prevent those already working from falling into poverty. To be effective, such measures must be part of broader macroeconomic and sectoral policies that focus public spending on employment creation, income security and decent work for women.[9] Policy coherence between social protection

policies, on the one hand, and employment, labour market and wage policies, on the other, is essential in order to ensure that social security systems are efficient, effective, inclusive and sustainable. Mounting evidence suggests that social protection measures were instrumental in helping cushion vulnerable populations from the impact of the latest global economic crisis, serving as a macroeconomic stabilizer by fuelling domestic demand, mitigating poverty and reducing social exclusion.[19]

37. The 2009 Social Protection Floor Initiative set forth a unique global framework focused on achieving universal coverage.[20] According to ILO, many developing and emerging countries have successfully taken measures to implement the Initiative.[21] Among these, Argentina, Brazil, Chile, China, Ghana, Haiti, India, Mexico, Mozambique, Namibia, the Niger, Rwanda, South Africa and Viet Nam have introduced important elements such as family benefits and access to education and health services. Cambodia, Ecuador, Burkina Faso, Thailand, Togo and Benin have recently committed to start building their own social protection floors.

38. Research shows that lower-income countries with no existing social protection schemes might begin by providing basic education and health care and gradually expand their programmes to offer cash transfers or labour protections as the tax base permits.[22] Such an incremental approach is sensitive to the fiscal space available to countries at different levels of development and takes into account the country-specific challenges related to funding social protection. Reallocating current public expenditures and using the maximum available resources have also proved to be effective ways to generate fiscal space to fund social protection initiatives. Such efforts could involve assessing current budget allocations, replacing high-cost, low-impact investments with investments that can have a greater socioeconomic impact and generate greater gender equality outcomes. For instance, ILO reports that Cambodia, Costa Rica, Mauritius and Sri Lanka have reduced defence and security expenditures to increase spending in social sectors, which primarily benefit women and children.[23]

X. Measures taken by Member States and support by United Nations agencies to address national priorities on social protection for women

39. Member States have put in place a number of policies to ensure the provision of social security and social services, including parental leave, care services and social assistance programmes. Housing assistance and health insurance are also

[19] International Labour Organization, *World Employment Social Outlook: Trend 2015* (Geneva, 2015).

[20] The Social Protection Floor Initiative was adopted by the United Nations System Chief Executives Board for Coordination in April 2009.

[21] International Labour Organization, *Conclusions concerning the recurrent discussion on social protection (social security)*, International Labour Conference, one-hundredth session, PR No. 24, Report of the Committee for the Recurrent Discussion on Social Protection (Geneva, International Labour Office, 2011).

[22] World Bank, World Development Indicators. Available from http://data.worldbank.org/data-catalog/world-development-indicators (accessed 11 August 2015).

[23] International Labour Organization, *World Social Protection Report 2014/15: Building Economic Recovery, Inclusive Development and Social Justice* (Geneva, 2015).

important components of social protection strategies. To strengthen women's economic participation and ensure their access to social security, Jordan expanded access to maternity insurance through its 2014 Social Security Law. The law also covers the self-employed and women working in small enterprises, including those in rural areas. In Canada, the income security programmes include family benefits, a retirement income system and employment insurance benefits, which provide assistance to workers who are sick, pregnant, caring for a newborn, adopted or critically ill child or gravely ill family member, as well as a guaranteed income supplement for low-income seniors. The social security system in Cuba complies with constitutional principles of equality between men and women, ensures adequate protection to workers and their families and includes guarantees of income transfers during breaks in employment. In Norway, the national insurance scheme entitles citizens to a range of benefits, including retirement pensions, survivors' benefits, disability pensions, a work assessment allowance, occupational injury benefits, single parent benefits and sickness benefits in connection with one's own sickness or that of a child or close relative. The social security system in Spain has benefits that target women, such as pensions for widows and those who undergo legal separation or divorce; reduced social security fees for some women, to incentivize the conversion of temporary jobs into permanent jobs; increased benefits for women in occupations in which they are underrepresented; and benefits for hiring people with disabilities and women who have been the victims of violence.

40. Senegal provides free health-care services for people with disabilities, and is working to expand universal health-care coverage for young children and making caesarean sections available free of charge in some areas. Singapore believes that employability and jobs are the best forms of social protection. The country has a mandatory defined-contribution savings scheme called the Central Provident Fund, for which savings above the mandatory requirements can be transferred to a spouse. The Government also matches parents' savings for children. Togo links savings and social protection by promoting group savings and loan associations.

41. Peru has four main programmes relevant to women and social protection: an employment programme for youth living in poverty; a national programme to help children up to age 19 to access health, nutrition and education services, which provides cash transfers to households that are beneficiaries; a programme to improve housing conditions for families that lack resources or live in high-risk areas; and a pension programme for people 65 years or older who do not have access to a contributory pension system. In order to monitor social protection, Colombia has tools to collect data and analyse statistics about beneficiaries, including those with disabilities.

42. Qatar recently launched a social health insurance system that provides compulsory basic health insurance coverage for citizens, residents and visitors. The social protection strategy of Qatar provides compulsory education for both boys and girls and monthly welfare benefits to groups covered by the social insurance law (widows, divorced women, abandoned wives, disabled persons, families in need, the elderly and survivors who have lost family members). The national mental health strategy covers women's health in the framework for managing long-term illness and issues such as depression, postnatal depression and domestic violence. As part of its humanitarian response to the crisis in the Syrian Arab Republic, Jordan provides free health-care services and maternal/child health-care services to an

estimated 620,000 Syrian refugees living within its borders. Fully 100 per cent of all births are medically supervised, and there are no reported cases of maternal deaths.

43. UN-Women supports Viet Nam in mainstreaming and monitoring gender equality objectives in the national master plan on social protection for 2012-2020. In El Salvador, UN-Women, in partnership with the United Nations Development Programme and ILO, launched the report entitled "Fighting inequality from the basics: the social protection floor and gender equality", which provides a framework and methodology for analysing the social protection floor in the Central America countries, namely Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua and Panama). A similar publication was initiated in Indonesia.

XI. Addressing women's unpaid care work

44. The burden of unpaid care work on women and girls continues to constrain their ability to participate equally in education and paid employment, to earn an income commensurate with that of men and to fully engage in economic and political life. Moreover, women living in poverty face multiple, overlapping and variable obstacles to their enjoyment of rights owing to the care responsibilities they assume throughout their lives. Discriminatory gender stereotypes, which define women primarily as caregivers in the home, contribute to and perpetuate this unequal distribution of work. Addressing care responsibilities remains an essential component of the obligations of States to ensure gender equality at home, at work and in society more broadly. Unpaid care work features prominently in global commitments to address gender equality, including in the Beijing Declaration and Platform for Action, the report of the Special Rapporteur on extreme poverty and human rights and the proposed sustainable development goal 5 on gender equality and women's empowerment, because the unequal distribution of unpaid care responsibilities is both a cause and a consequence of structural inequality and thus must be addressed in order for policy interventions to have transformative impact.

45. Governments must recognize, reduce and redistribute the burden of unpaid care work on women and girls, as it puts major constraints on their time and opportunities, perpetuating their economic marginalization and preventing their enjoyment of many rights, including the rights to paid work, education and skills development. This should be achieved through national policies and in development assistance strategies that invest in care services, provide social transfers to carers, and invest in basic infrastructure, such as electricity, sanitation and piped water, that can reduce the drudgery of care work, particularly in rural environments. The recognizing and valuing of women's unpaid care work can be facilitated by regularly conducting time-use surveys to uncover and measure women's and men's unpaid work, including care work, integrate these values into the systems of national accounts and measure women's contributions to social and economic development. These initiatives, along with the preparation of household satellite accounts, are particularly useful for calculating, recognizing and making visible the contributions of women's care work to economic and social development.

XII. Measures by Member States and support by United Nations agencies to recognize, reduce and redistribute women's unpaid care work

46. Parental leave benefits enable Governments to recognize, reduce and redistribute unpaid care work and support the reconciliation of work and family responsibilities. Most countries reported having paid maternity leave systems in place, and many also have paid paternity leave benefits, such as the father's quota in Norway. In Cambodia, labour laws include provisions for female workers, including maternity leave and the obligation for enterprises employing over 100 workers to provide childcare facilitates. Recent national gender equality strategies call for increased access to day-care and community kindergarten facilities. Egypt also has labour laws with provisions for maternity leave, and Canada and Spain provide paid maternity leave benefits.

47. Access to childcare supports the reduction and redistribution of unpaid care work by women. Cuba supports women's entry into paid economic life by guaranteeing preschool education in kindergarten facilities throughout the country. Singapore aims to create enough childcare facilities to accommodate one of every two children in every housing estate by 2017. In the Dominican Republic, the Government provides subsidies for the creation of childcare centres. Recent efforts by the Government of Japan to increase childcare services and the length of parental leave help reduce and redistribute the burden of childcare within the household, but also to shift part of the care responsibility to the public sector. These efforts are also part of a broader strategy to boost female labour force participation, in part by creating and professionalizing jobs for women in the social and public sectors.

48. Countries also reduce the burden of unpaid care work by providing care services for the elderly. Singapore has weekend respite care available at nine centres across the country, and the number of nursing homes offering respite services has grown to 17. Singapore also offers caregiver training grants, which subsidize caregivers' expenses in attending training.

49. To address the issues of work and family, the Government of Spain has carried out advocacy campaigns to raise awareness and help change stereotypes about gender roles, and has implemented a programme on gender equality and reconciliation of work and family life. Similarly, Colombia has carried out advocacy campaigns to raise awareness concerning the gender division of labour in the household. Peru has a guide on best practices for the reconciliation of work and family life. In Singapore, more employers are offering flexible work arrangements to female employees.

50. Cambodia collects statistics on both paid and unpaid work, and Senegal has supported a study, in collaboration with the United Nations Population Fund on the contribution of women's domestic work to GDP. In Canada, the general social survey on time use provides important measures of the distribution and division of paid and unpaid work, including gender indicators on the average daily hours spent on paid work, unremunerated housework and care, as well as, as from 2015, a question on the use of technology. Peru includes unpaid work in national accounts and has a national domestic work satellite account.

XIII. Conclusions and recommendations

51. Globally, the slow economic recovery has not delivered jobs. Weaker than expected aggregate demand has lengthened the economic recovery in many countries. Jobless growth is an issue that must be urgently addressed by refocusing macroeconomic objectives on job creation and gender equality rather than price stability and fiscal consolidation. Policymakers can no longer afford to ignore women's economic activity or gender equality issues when designing and implementing macroeconomic policy, not only to generate inclusive economic growth but also to create the conditions for greater well-being.

52. Member States increasingly recognize the importance of commitments to decent work for promoting women's economic empowerment, gender equality, poverty reduction and economic development more broadly. Despite this, various policy measures will be needed to continue to remove barriers to women's entry into the labour market, including skills development, active labour market policies, adequate provisioning of social protection, guarantees regarding the rights of workers through collective bargaining and adherence to workplace norms and standards, and providing women access to productive assets.

53. Designing policies that promote gender equality will also require looking at paid and unpaid work. This means prioritizing public expenditures that lessen the burden of unpaid care work, investing in infrastructure and services, and redistributing care work by increasing the availability of quality care services and subsidies.

54. In order to promote an enabling environment for gender-responsive macroeconomic policy, ensure decent work for women, foster women's entrepreneurship, provide social protection for women and effectively support the recognition, reduction and redistribution of unpaid care work, Member States are encouraged to consider the following policy measures and actions:

(a) Incorporating gender in macroeconomic analysis and the design of policy responses, and expanding the goals of macroeconomic policy to promote sustainable development, gender equality and human rights;

(b) Enhancing global macroeconomic stability through the adoption of coordinated and coherent macroeconomic policy measures that put gender equality, poverty eradication and access to decent employment for women at the forefront of economic growth objectives but also increase fiscal space to support those objectives;

(c) Promoting fiscal and monetary policies that not only help to minimize job losses in times of crisis but also accelerate recovery efforts through the multiplier effects that target women's employment;

(d) Supporting the promotion of decent employment opportunities for diverse adult and young women through the elimination of discriminatory laws and policies, the expansion of collective bargaining rights, support for equal pay legislation and other active labour market policies;

(e) Addressing gender-specific barriers to women's entrepreneurship and lack of access to entrepreneurial, technical and vocational skills;

(f) Promoting policies that increase women's participation in productive activities and access to decent work and enhance the formalization and growth of women-owned micro-, small- and medium-sized enterprises, including through access to social protection and financial services;

(g) Ensuring that more women are promoted to leadership positions to serve as role models and mentors to young women, and expanding mentorship programmes to provide business guidance and support to women entrepreneurs;

(h) Undertaking reforms in both the public and private sectors to increase the share of contracts awarded to women-owned small businesses;

(i) Reallocating current public expenditures and using the maximum amount of available resources to incrementally plan, design and implement a universal and gender-responsive social protection system, including social protection floors, to extend coverage to poor and vulnerable women;

(j) Promoting the recognition of unpaid care work through the collection of time-use data, time-use research on women's and girls' unpaid care burdens and the construction of satellite accounts to determine the value of unpaid care work and its contribution to the national economy;

(k) Supporting measures to reduce and redistribute unpaid care work within the household and between the household and the State through the provision of child-care services by the State or community, parental leave and flexible working arrangements, free or affordable health-care facilities and services, and quality infrastructure and time-saving technology;

(l) Regularly collecting, analysing and disseminating sex-disaggregated data and gender statistics on women's employment and entrepreneurship, access to decent work and social protection, and monitoring the impact of associated policy measures.

55. The United Nations system and other international organizations are encouraged to support Member States in:

(a) Incorporating gender perspectives into macroeconomic policy analysis and informing the planning, design and implementation of macroeconomic policy that fosters inclusive growth and gender equality;

(b) Developing and implementing policies and programmes to promote women's access to decent employment opportunities for the enjoyment of greater human rights, better living conditions and an improved work-life balance, including for entrepreneurs and the self-employed;

(c) Developing and implementing policies and programmes to support women's entrepreneurship, in particular opportunities for new women entrepreneurs and those that lead to business expansion for existing women-owned small businesses;

(d) Mobilizing resources to design, implement and evaluate gender-responsive social protection schemes, starting with basic protection and

incrementally expanding coverage to include a wider spectrum of protection measures;

(e) **Recognizing, reducing and redistributing the burden of unpaid care work on women and girls;**

(f) **Collecting, analysing and disseminating sex-disaggregated data and gender statistics on women's entrepreneurship, access to decent work and social protection, and the distribution and value of unpaid care work.**